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**Title of Document:** St. Paul's Area Plan

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Long-range Redevelopment Vision  
and Implementation Framework

PREPARED FOR THE  
City of Norfolk

October 2011

GOODY  
CLANCY

ARCHITECTURE  
PLANNING  
PRESERVATION

Public Hearing Draft  
October 25, 2012



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ST. PAUL'S • AREA PLAN



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## ST. PAUL'S • AREA PLAN

# Executive Summary

This plan provides a long-range vision and implementation framework to guide the redevelopment of the St. Paul's area, with emphasis on creating an urban neighborhood with a strong sense of place and improved connections to the rest of the city. The need to address aging public housing and recurring flooding, combined with the emerging opportunity to solve these challenges now through market-based mixed-income, mixed-use development, makes this the right time to prepare this plan for this strategic site controlled largely by the City of Norfolk and the Norfolk Redevelopment and Housing Authority (NRHA).

The St. Paul's study area encompasses approximately 115 acres located directly east of Downtown Norfolk. The area is generally bounded by St. Paul's Boulevard on the west, Brambleton Avenue on the north, Tidewater Drive on the east, and I-264 and City Hall Avenue on the south, excluding the United States Postal Service mail distribution facility located at the southeast corner of Church Street and Brambleton Avenue (see Map i).



**Map i.** St. Paul's Planning Area.



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The plan capitalizes on the assets of the study area, including its strategic location, public ownership pattern, historic and community assets, and existing and future transportation networks. These assets, combined with market demand for additional housing, retail and office development, can be used to catalyze redevelopment activities in St. Paul's to address the challenges presented by the planning area including the current development pattern of superblocks, the isolation created by the surrounding road network, the concentration of public housing and the need for services to be successful, and the threats posed by flooding.



*The area is adjacent to Downtown.*

The study area assets and challenges, as well as the market study findings and public housing community survey, were shared with the community in a series of meetings to determine the priority needs that must be addressed in the plan. The result of these efforts is the following eight guiding principles, grouped into three major themes, outlining the priority actions necessary to build a strong future for St. Paul's.

### Themes

### Guiding Principles

<b><i>Create a neighborhood</i></b>	<b>1</b>	Replace public housing units on a one-for-one basis.
	<b>2</b>	Address economic segregation.
	<b>3</b>	Invest in resources for safe, healthy, rewarding living.
<b><i>Establish strong sense of place</i></b>	<b>4</b>	Provide recreation and open space opportunities.
	<b>5</b>	Address stormwater issues.
	<b>6</b>	Improve community form.
<b><i>Connect to the City</i></b>	<b>7</b>	Reconnect missing links.
	<b>8</b>	Remove barriers to pedestrian mobility.





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The St. Paul's planning process produced a Vision that can guide the area's future over the next 20 years. This Vision is firmly rooted in the aspirations of the St. Paul's community, as well as in technical research into feasible economic, social, transportation and design strategies that can address these aspirations.

**Map ii.** *St. Paul's Vision Plan.*







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The Vision for St. Paul's calls for the development of a mixed income, mixed use community, including the replacement of 618-public housing units, all in a walkable community, together with expanded retail, parks and cultural destinations, that can help create strong connections to Downtown and to Norfolk as a whole. The improved network of pedestrian connections could allow people who live, work, and shop in the revitalized Saint Paul's to easily flow to and from nearby neighborhoods and the larger City. High-value mixed-use development funded by the private sector can help pay for critically needed infrastructure addressing St. Paul's stormwater flooding. New ponds that gather stormwater can serve double purpose as attractive parks, joining other parks and plazas that attract people to live, work, exercise and enjoy community in St. Paul's. Thoughtful design of new buildings and landscapes can create a welcoming neighborhood conceived around people, not cars.

Most importantly, the nature of urban housing demand today offers market-based support for new housing that offers an unprecedented range of choices among cost, size, style and other core characteristics. This demand creates opportunity for a mixed-income neighborhood that offers more and better housing options for low-income families, including public housing residents. A mixed-income housing strategy can integrate diverse households into a strong community full of new opportunities. It also can attract the workforce – from the creative class to nurses – most in demand by the employers of today and tomorrow.

The vision for the St. Paul's area addresses not just physical development, but also the human element, with recommendations for development and implementation of a Human Capital Plan for Tidewater Gardens. This aspect of the St. Paul's Plan envisions creating opportunities for the families living in Tidewater Gardens at the time of redevelopment and for new families who arrive after redevelopment, including:

- **Housing.** Residents are relocated to good or better affordable housing that meets their needs. Residents who do not return live in good or better housing.
- **Health.** Residents have access to quality healthcare. The health of residents over time is as good as or better than other households with similar economic and demographic conditions.
- **Safety.** Residents live in a safer environment, as evidenced by the revitalized neighborhood having lower crime rates than the neighborhood prior to redevelopment.
- **Employment.** Income of all residents, particularly wage income for non-elderly/non-disabled adult residents, increases over time.
- **Education.** Children have access to high-quality learning programs and services, including early childhood learning. Significant growth in individual resident educational outcomes occurs over time relative to state average.

Achieving this vision for St. Paul's will require multiple actions by many different groups and individuals over a timeframe stretching out as many as 20 years or more. Many actions need to be led by the City, NRHA or other major stakeholders in coordinated fashion. Many other actions can be taken by individual stakeholders – property owners, developers, social service providers and others – independently, but through the guidance of this plan so that the stakeholders benefit from and contribute to the plan's overall goals.

Actions required to achieve this vision are grouped according to the three main themes stated in the vision principles (Create a Neighborhood, Establish a Strong Sense of Place and Connect to the City) and a unifying strategy (Partnerships, Financing and Phasing). Within each theme, the guiding principles serve as goals,



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with desired outcomes provided for each goal. These outcomes detail the actions that will be necessary to achieve them. Implementation of this plan will rely on multiple partnerships, aggressive and adequate financing, and feasible phasing strategies to be successful.



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# Chapter 1—Context

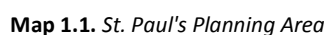


The purpose of this plan is to provide a long-range vision and implementation framework to guide the redevelopment of the St. Paul's area, with emphasis on creating an urban neighborhood with a strong sense of place and improved connections to the rest of the city. The need to address aging public housing and recurring flooding, combined with the emerging opportunity to solve these challenges now through market-based mixed-income, mixed-use development, makes this the right time to prepare this plan for this strategic site controlled largely by the City of Norfolk and the Norfolk Redevelopment and Housing Authority (NRHA).

The “Context” for this plan was developed based on community input, studies and observation. The public helped define the existing conditions through a series of meetings and key stakeholder interviews, including a survey of Tidewater Gardens residents and focus groups. Market, traffic and infrastructure studies also provided assessments of the study area.



The St. Paul's study area encompasses approximately 115 acres located directly east of Downtown Norfolk. The area is generally bounded by St. Paul's Boulevard on the west, Brambleton Avenue on the north, Tidewater Drive on the east, and I-264 and City Hall Avenue on the south, excluding the United States Postal Service mail distribution facility located at the southeast corner of Church Street and Brambleton Avenue (see Map 1.1). The area is home to the NRHA-owned 618-unit Tidewater Gardens public housing community, five churches, a school, a YMCA, various small businesses, a City fire station and a City-owned 13-acre surface parking lot (former location of the Downtown Plaza Shopping Center).



CONTEXT | 2





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## Assets

### *Asset 1. St. Paul's occupies a strategic location in the region*

- **The physical location of St. Paul's—adjacent to Downtown Norfolk and in the center of the region,** accessible by major roads on four sides, leading directly to the interstate system—positions St. Paul's as a prime development site. The high traffic volumes on the roads surrounding St. Paul's (see Figure 1.1) and the general visibility offered by such significant road frontage further enhance the commercial marketability of the St. Paul's area.

ROAD SEGMENT	FROM	TO	WEEKDAY VOLUME (VEHICLES PER DAY)	DATE
Brambleton Avenue	St. Paul's Boulevard	Church Street	19,381	2009
Brambleton Avenue	Church Street	Tidewater Drive	28,768	2009
St. Paul's Boulevard	City Hall Avenue	I-264 Ramp	43,558	2009
St. Paul's Boulevard	I-264 Ramp	Brambleton Avenue	43,558	2009
Tidewater Drive	City Hall Avenue	Brambleton Avenue	24,512	2009

**Figure 1.1.** *Traffic Volumes on Streets Surrounding St. Paul's.*

- **The St. Paul's study area is located adjacent to Downtown Norfolk,** offering the opportunity to continue Downtown's successful mix of housing, office, retail and cultural activities.



*The area is adjacent to Downtown.*





- **Large areas of land under public ownership in St. Paul's provide a very strong basis** for the kind of redevelopment that would return the greatest community and economic benefits. The City's control of the 13-acre former Downtown Plaza shopping center site (about 12% of the study area), as well as several other parcels, puts it in excellent position to optimize the benefits that can come from redevelopment. NRHA's control of the 43-acre Tidewater Gardens site (about 40% of the study area) similarly puts it in an excellent position to guide redevelopment in ways that optimize benefits (see Map 1.2).





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### ***Asset 3. Historic and community assets contribute significantly to St. Paul's sense of place***

- The four **historic church buildings in St. Paul's** (see Map 1.1) —The **Basilica of Saint Mary of the Immaculate Conception (St. Mary's Catholic Church)**, **First Baptist Church**, **Queen Street Baptist Church** and **St. John's African Methodist Episcopal Church**—are some of the area's strongest **assets**. Their distinction as landmarks, due both to their high quality, historically significant architecture and prominent locations, helps identify St. Paul's and shape its sense of place. The congregations are also important connections to the cultural history of St. Paul's and ongoing service ministry providers to the St. Paul's community.



*The historic churches in St. Paul's are distinctive landmarks with high quality and historically significant architecture.*

- **The William A. Hunton YMCA and Tidewater Park Elementary School provide essential services to the Tidewater Gardens community.** The presence of both a public school and a YMCA provides access to community services and community gathering places.
- **Over 50 community service providers and programs currently serve the Tidewater Gardens community.** The presence of this significant number of providers and programs provides a foundation for future service provision.

### ***Asset 4. Existing and future transportation systems could spur redevelopment in St. Paul's***

- **St. Paul's is accessible by several major roads.** While the road network surrounding St. Paul's may make pedestrian access challenging and vehicular turning movements difficult, the existing network of major roadways, including Interstate highways, enhances the marketability of the St. Paul's area.





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- **There are current and future transit services that St. Paul's could tap to spur redevelopment and serve its community better.** Today, more than a dozen bus routes and the NET Downtown/Ghent circulator operate along or near St. Paul's; one route passes through the study area. These services are augmented by The Tide light rail service with stops at three stations within ½ mile of much of St. Paul's – Monticello, Civic Plaza and Harbor Park (see Map 1.3). This service offers easier, high-profile connections to Downtown, the medical complex west of Downtown, Tidewater Community College, and other important destinations, including possible future extensions to Virginia Beach and the Norfolk Naval Base.



**Map 1.3.** The Tide light rail stations and areas within ¼ and ½ mile walking distance of each station.



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### *Asset 5. Existing mature street trees provide a framework for creating an urban tree canopy*

- Many streets within the study area, such as Mariner Street and Fenchurch Street, are **graced with mature trees** that greatly contribute to the people-oriented qualities of place, scale and comfort and should be leveraged as assets in redevelopment.



*Mariner Street has mature trees and sidewalks on both sides.*

## Challenges

Enhancing these assets will be a key to success in the redevelopment of the St. Paul's area. Coupled with these assets, however, is a set of challenges that need to be addressed in planning for the area's future.

### *Challenge 1. Current development patterns block St. Paul's potential community and economic value*

The current character of St. Paul's is defined by an auto-oriented access pattern created by the urban renewal efforts in the 1940s, 1950s and 1960s. Those efforts promoted a new development and access pattern to replace the blighted buildings and network of streets and blocks that had developed prior to World War II. The new public housing in and around St. Paul's filled an important need for affordable family housing after the war, and the widened streets and new highway connections along and across the Elizabeth River dramatically improved regional access by car.



*Existing superblocks isolate land uses.*





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Today, many of the aspects originally seen as improvements register as major obstacles, making St. Paul's isolated and unattractive for new private-sector investment. Issues created by current development patterns include:

- Key land uses, including housing, offices and shopping, are separated from each other on large “superblocks.” The most convenient way of traveling to and among activities is by car. This **physical isolation of land uses severely limits the interrelationships among activities that are a uniquely valuable advantage of urban settings**. Lack of connection limits choice among different types of housing, jobs, transportation, retail and other services.
- **The superblock layout of Tidewater Gardens undermines its intent as a residential neighborhood.** As in many public housing developments of its day, design of the site and buildings compromises a sense of address, feelings of safety, and the ability of residents to make use of outdoor spaces. The front doors of most units face an internal walking path, not a street. These internal paths lack visibility from traffic and buildings, as well as the critical mass of pedestrians that creates the perception of safety. Open areas between buildings lack definition between private and shared areas, and thus generate little sense of ownership or stewardship on the part of residents, which in turn means these areas get less use and maintenance than they might. The limited street network in and around Tidewater Gardens deters passage of through traffic, isolating the neighborhood from the larger community.



*Open areas between buildings are too undefined for convenient, safe use.*



1861



1920



1976



2007

*The road network in St. Paul's changed dramatically from 1861 to 2007, resulting in big blocks and less access to the surrounding neighborhoods.*



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- St. Paul's **auto-oriented development pattern leaves it a generic place with little defining quality**, in the same way that many suburban development locations lack definition. It lacks the uniqueness and amenities needed to create a more focused market position, key to attracting higher-value urban commercial and housing demand. Businesses in St. Paul's tend to lack an inherent connection to Downtown. The district's churches mainly serve congregants who are dispersed throughout the city and region. While they have ties to the neighborhood through history and ongoing service ministries, the churches function primarily as regional organizations.



*Auto-oriented development results in a ring of wide traffic-clogged roads.*

- **Reliance on surface parking.** Development with greater economic and community value would come only with higher densities, mixed-uses, improved walkability and transit access that together free up current parking lots to be replaced with buildings and parks.

## **Challenge 2. Physical separation from the surrounding area creates both real and perceived barriers**

- **Broad arterial roads on three sides** (St. Paul's Boulevard, Brambleton Avenue and Tidewater Drive) **and elevated highways on the remaining side** (I-264 and Berkley Bridge ramps) **physically isolate St. Paul's**. Tidewater Gardens residents cited this band of high-traffic roads among the top five most disliked physical characteristics in a 2006 resident survey. The heavy traffic – much of it funneled toward Interstate and bridge access – and its associated noise, pollution, hazard to children, and interruption of convenient walking routes— significantly compromises resident quality of life. The busy roads also isolate St. Paul's from the reinvestment that has made Downtown a vibrant place for working, living and leisure time. The mixed-use redevelopment and the fine-grained walkable street grid supporting Downtown come to an abrupt stop at St. Paul's Boulevard, cut off by as many as eight lanes of traffic at key intersections, leading to a large drop in perceived value as an address for development. I-264 presents an especially formidable barrier to the waterfront— and its baseball stadium, new light rail station, and significant future development and recreation potential –



*Tidewater Drive is a barrier that isolates the St. Paul's area.*





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because it physically blocks most potential connections. The only underpass connection at Holt Street is circuitous for drivers and provides an uninviting and long walk for pedestrians.

- These same **roads surrounding St. Paul's offer a poor walking environment because they were designed for vehicles, not people.** Crosswalks can be very long where multiple turn lanes occur, and this coupled with short signal durations and heavy traffic makes it hard for even able-bodied people to cross the street in the time provided. Drivers are not conditioned to look for pedestrians or cyclists because the environment is so dominated by vehicles. The medians that do exist lack any pedestrian-safe zones (areas in the median designed as pedestrian refuges). Sidewalks along the roads are unpleasant to walk due to high traffic speeds and volumes and the predominance of empty lots and blank building facades.



*Heavy traffic on St Paul's Boulevard creates a poor pedestrian environment.*

- **The lack of a traditional street grid within and around St. Paul's is unwelcoming, disorienting, and provides a poor setting for development.** "Superblocks" in St. Paul's (especially the U.S. Postal Service distribution facility and portions of Tidewater Gardens) make St. Paul's difficult to access. There are limited options for turning into St. Paul's and passing through it, a fact that further deters potential commercial development.
- **There are missing elements in St. Paul's internal street network.** Many streets lack street trees and sidewalks. Streets such as Wood and Bute have many open lots and blank building facades along their edges and long blocks, lacking the "eyes on the street" and pedestrian-oriented building design and scale needed to make walking feel inviting and safe.
- **The poor walking environment, both within and surrounding St. Paul's, limits pedestrian access to current and future transit options.** Access to transit depends on reasonable walking conditions between transit stops and destinations – conditions generally not present today. For traditional buses, one to two blocks is considered maximum walking distance. For the new light rail stations, ¼ to ½ mile is considered maximum reasonable walking distance. Today, at best, just half of St. Paul's is within a convenient walk of bus stops on major routes operating on a 30-minute schedule, with the poor walking environment within St. Paul's further limiting the



*Large open lot and long block along Wood Street.*



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accessibility of buses. While light rail has three stations in close proximity to the study area (see Asset 4 above), access to all three stations requires crossing a major traffic barrier and walking more than ¼ mile.

- **One critically needed pedestrian improvement connection is between Tidewater Park Elementary School and the rest of St. Paul's.** The walking path linking the school with Charlotte

Street and most of Tidewater Gardens has poor visibility from

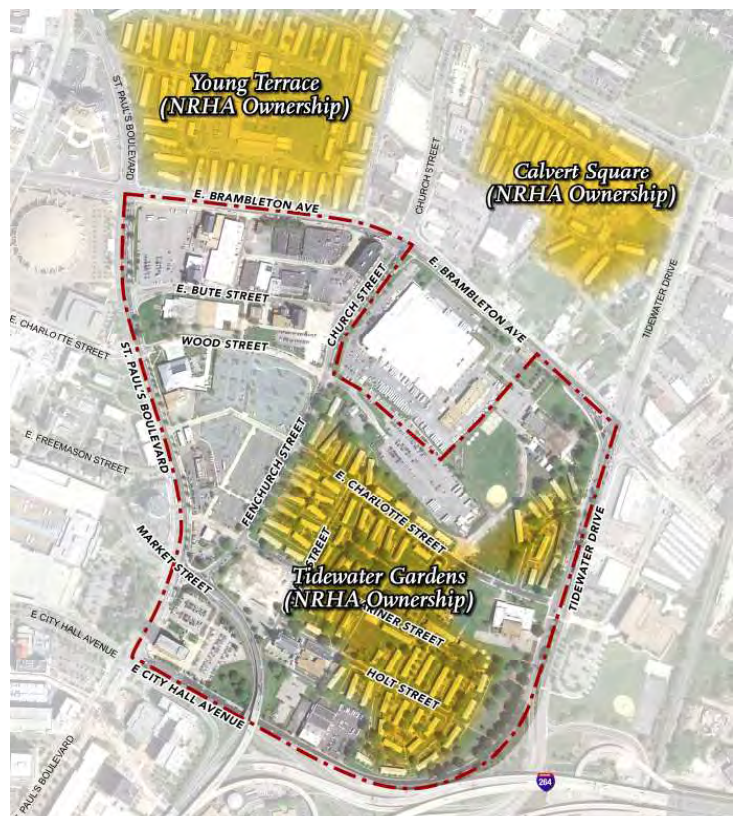
streets and buildings, and is susceptible to flooding.



Existing crosswalks at St. Paul's Boulevard and Bute Street.

### Challenge 3. Lack of economic diversity

- **Income segregation further isolates St. Paul's.** The 618-unit Tidewater Gardens public housing development is the only housing in St. Paul's. All residents have incomes at or below 40% of Area Median Income. Added to the approximately 1,000 public housing units nearby at the Young Terrace and Calvert Square public housing developments, this marks St. Paul's as a place of poverty (see Map 1.4).



Map 1.4. Concentration of public housing.



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#### ***Challenge 4. The physical condition and layout of the Tidewater Gardens public housing community calls for its replacement***

- **Tidewater Gardens is 60-plus years old.** While NRHA has invested in ongoing maintenance, it is reaching the end of its useful life.
- **Current housing units tend to be small, with lack of choice for various household types.** The community is more of a “one-size-fits-all,” without consideration of household needs.
- **Tidewater Gardens lacks off-street parking or internal streets.** The lack of street presence of the public housing units fails to create the perception of safety.

#### ***Challenge 5. Stormwater flooding is a chronic threat to safety and property***

- **Flooding caused by pooled stormwater – sometimes exacerbated by tidal conditions – routinely creates hazards, inconvenience and property damage in St. Paul’s.** This arises from three main conditions:

- The low ground elevations typical in portions of the study area make it susceptible to heavy rains, high tides and the longer-



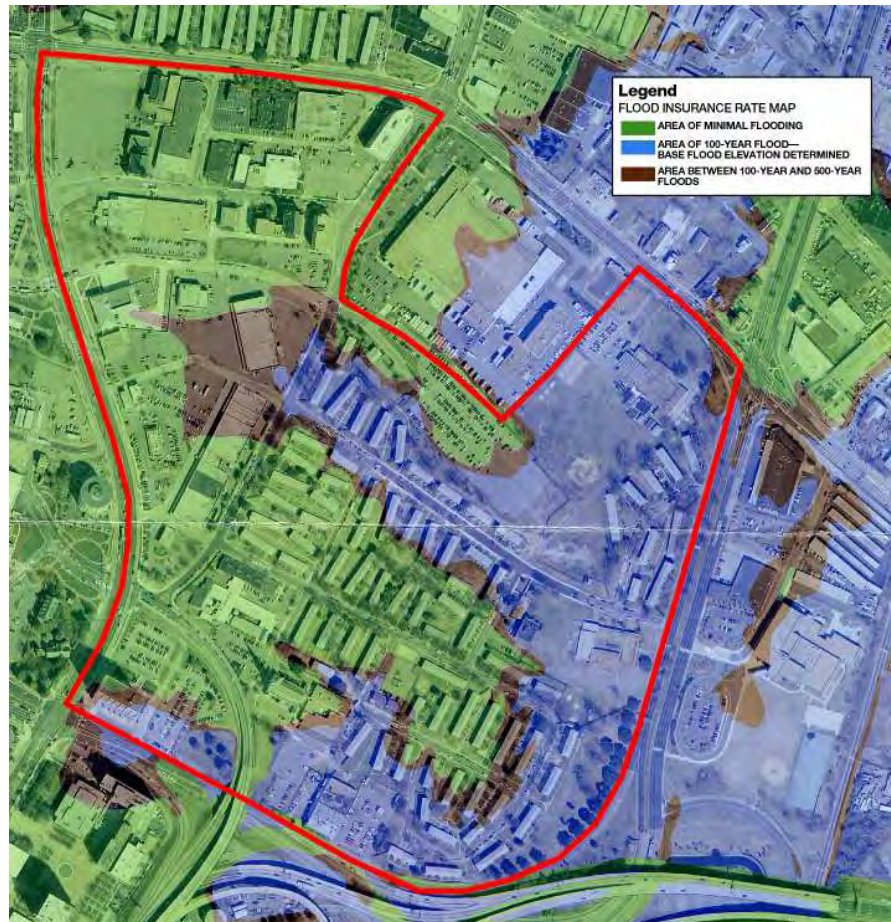
*The neighborhood suffers chronic stormwater flooding problems.*

term potential for sea-level rise. A significant portion of St. Paul’s along Tidewater Drive and extending up Charlotte Street is low enough to be in the 100- and/or 500-year flood zones identified by the Federal Emergency Management Agency (FEMA) (see Map 1.5).





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**Map 1.5.** 100-year flood zone (in blue) and 500-year flood zone (in brown).

- The extensive amount of impervious surface (building rooftops, paved street and parking areas and other surfaces that catch stormwater and usually convey it to storm drains) in and around St. Paul's means that large quantities of stormwater are rapidly introduced into the stormwater piping in and around St. Paul's even with relatively little rainfall.
- Existing stormwater piping passing through St. Paul's conveys a significant amount of stormwater from upstream neighborhoods. In fact, a creek passes through St. Paul's via covered pipes, and the lower elevations of St. Paul's once consisted of wetlands that helped absorb and cleanse stormwater. These areas have been filled and developed. The capacity of existing piping to accommodate upstream flow and St. Paul's own runoff is often exceeded even in moderate storms, causing water to back up through catch basins and flood streets.



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### *Challenge 6. Real and perceived crime acts as a deterrent to potential investment*

- **Current Tidewater Gardens residents cited crime as a major issue in the St. Paul's area.** Crime statistics for this area are typically in line with city averages. Real and perceived crime can discourage potential investors and residents.

### *Challenge 7. Lack of neighborhood-serving retail*

- **The predominant retail in the St. Paul's area is fast-food.** The nearest grocery store is located to the north of the study area, across Brambleton Avenue, and is challenging to reach on foot.

### *Challenge 8. Lack of recreation accessible to all segments of the community*

- While there are current recreation opportunities in St. Paul's, such as playgrounds and playing fields, as well as a YMCA, **there is a lack of opportunities for all segments of the community.**



Existing recreation in St. Paul's.

### *Challenge 9. High unemployment and lack of job skills of current Tidewater Gardens residents*

- According to the 2006 survey of Tidewater Gardens residents, **54% of the heads of households are unemployed.** The need for vocational training was cited by 48% of Tidewater Gardens' residents.
- Many existing residents of Tidewater Gardens **lack access to "good jobs" and skills** that are in demand. These are obstacles that make it difficult to find and retain work and create disincentives to seeking and keeping employment.

### *Challenge 10. Lack of adequate, suitably located parking to serve the needs of the current development in St. Paul's*

- While surface parking lots comprise the majority of the St. Paul's Boulevard frontage, parking is not suitably located to serve current uses in St. Paul's. Tidewater Gardens lacks off-street parking and several of the churches have limited parking.



## Public Housing Resident Community Survey

A major portion of the planning process studied the needs unique to the Tidewater Gardens public housing community. This effort, led by the consulting firm of Abt Associates, included a survey of residents, focus group discussions, and meetings with a variety of organizations that provide resident services, as well as with NRHA management. The findings of these efforts informed and reinforced both the assets and challenges identified for the St. Paul's area.

### *Tidewater Gardens Resident Survey and Focus Groups*

The planning team created a resident survey, administered by NRHA staff that polled Tidewater Gardens heads of households in October 2006. A remarkable 84% household response rate was achieved. Complete survey results are found in Appendix B, and summaries of major items are included below.

#### **Household Characteristics**

The majority of households in Tidewater Gardens have lived in the community for at least six years (57%). Eighty-six percent of heads of household are single individuals and the majority of all households (54%) are single parents with children (see figure 1.2). Sixty-seven percent of households are multi-person households; and of those households 76% have children 18 or younger. Thirty percent of all households contain at least one individual with a physical disability or handicap. The average household size is 2.3 persons.

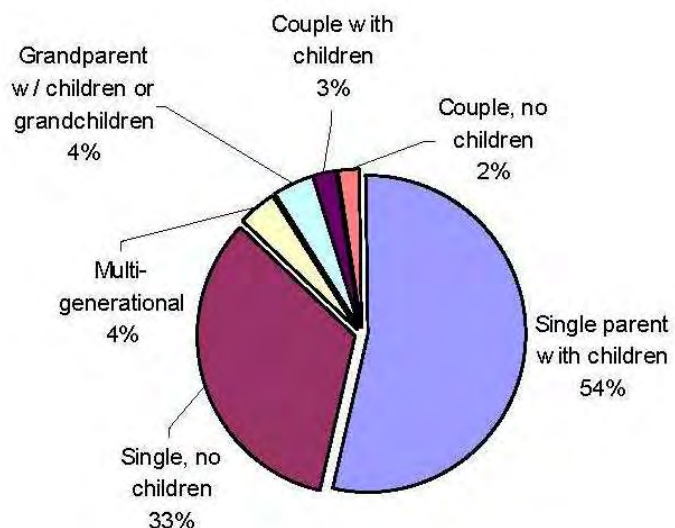


Figure 1.2. Tidewater Gardens household composition, 2006 Survey.

#### **Employment and Education**

The majority of heads of households in Tidewater Gardens are not employed (54%). The majority of the unemployed heads of households are elderly, retired or disabled (61%). Of the 230 heads of households who are employed, 61% are employed full-time (i.e. working at least 35 hours per week). The most common type of job among employed heads of household is 'food services.'

Thirty-three percent of heads of household stated that their highest level of educational attainment is a 'High School Diploma or GED' and 11% either completed some college courses or have a college degree. Another 11% are currently enrolled in school or a job-training program. The training or career advancement skills that households would most like to see made available to residents are GED courses (56%), computer training (52%), and vocational training (48%).





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## Supportive Services

The two most common supportive services currently being used by households in Tidewater Gardens are food stamps (28%) and Medicaid (14%). The services that households felt they could most benefit from are jobs and job training (65%), GED and adult education classes (63%), computer training (49%), childcare (43%), and youth programs (43%).

## Children and Youth

285 households (58%) have at least one child 18 years old or younger. Sixty-five percent of these households have one or two children, with the approximate total number of children being 638. Thirty-five percent of households with children have children that are 5 or younger. Of the households with children 5 or younger, only 25% have their children currently enrolled in childcare or after-school programs.

Tidewater Park Elementary School is the school most used by households in Tidewater Gardens (47%), followed by Ruffner Middle School (27%) and Booker T. Washington High School (24%). Safe sex and birth control education and after school programs were identified by 44% of households as being the services and programs most needed by youth in the community. Drug prevention programs, job training programs, and youth mentoring followed with 41% each.

## Site and Unit Design

Survey respondents stated that the elements of Tidewater Gardens current design that they least like are inadequate parking (50%), that the units are too small (42%), pedestrian safety when crossing the street (35%), and that the buildings all look the same (35%). For the future development that may be built in St Paul's, the types of housing that are preferred by a majority of households are single-family detached homes (66%) or town or row houses (57%). Forty-five percent of heads of households would prefer a secure apartment building for seniors.



*Tidewater Gardens lacks off-street parking.*

Thirty percent of households own at least one car.

The outdoor facilities that households would most like to see included in the new development are private front or backyards (72%) and playgrounds with slides, swings, and climbing structures for children (71%).

## Relocation Preference

As Tidewater Gardens undergoes redevelopment, it will be necessary to relocate residents. Current residents are entitled to be relocated to other housing. NRHA must offer relocation assistance and pay all moving costs. NRHA must also make sure that each household pays no more than 30% of their income for housing, the same rules that apply to their rent now. Forty-eight percent of households surveyed said, if



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relocated, they would prefer to receive a Section 8 voucher and rent from a private landlord. Twenty-five percent need more information before they can state a preference. Forty-four percent of households stated that they would like to return to the St. Paul's area after new housing has been built, while 32% need more information and 22% would not want to return.

### ***Focus Groups***

Focus groups provided an opportunity to gain a more in-depth understanding of issues facing three of the principal demographic groups at Tidewater Gardens: 1) seniors and disabled, 2) adults and 3) teens.

#### **Focus Group: Seniors and Disabled**

- The biggest concerns of this group centered on crime and security and included:
  - Teens/young adults hanging out near units (especially at night).
  - Hearing evidence of domestic violence.
  - Lack of confidence in police services. This group rarely calls the police and thinks the daily police patrols don't make a difference.
  - No area in and around Tidewater Gardens was deemed safer or more dangerous than others.
- Seniors love Tidewater Gardens' location within walking distance of many services. Seniors want to remain in neighborhood at a higher rate than younger adults.
- Most would like to move into a new senior-oriented apartment building; a few would like a ground level unit with private yard.

#### **Focus Group: Adults**

- Crime was not as big a concern for this group, and was considered to be at a level comparable with other Norfolk neighborhoods. Residents perceive most crime to be perpetrated by 'outsiders.'
- The group cited young men hanging out as a big problem, and advocated providing more activities to serve them.
- The Hunton YMCA "is not like it used to be. There are fewer activities and it is not 'user-friendly'."
- There was concern that new, young parents with babies are not ready to live independently, causing a high unit turnover rate.
- Adults like Tidewater Gardens' location but want to see a return of services including a laundromat, pharmacy, grocery store and affordable stores.
- The group considered demolition of existing Tidewater Gardens buildings okay if they don't need to relocate to off-site housing units.



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- The group's biggest fear was that existing public housing would be replaced with only expensive homes.

#### Focus Group: Teens

This group also involved an associated photo documentation component, "Through the Eyes of Tidewater Gardens Children", in which children were given disposable cameras to record positive and negative characteristics of their neighborhood (following photos were taken by teens).

*Teens especially appreciated these aspects of Tidewater Gardens:*

- Their friends and neighbors.
- Opportunities for playing outdoors.
- Big yards for parties and cookouts.
- On-site rental office.
- Convenient access to MacArthur Center, library, Ruffner Middle School and YMCA.



*Friends and neighbors.*



*Access to Hunton YMCA.*



*Play opportunities.*

*Teens cited the following key problems:*

- Graffiti and trash.
- Children with bad behavior.
- Basketball court needs repair.
- Backed up toilets and sewers.
- Second-floor apartment units and small rooms.



*Trash in Tidewater Gardens.*



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## *Key Findings*

The resident outreach process raised these conclusions in particular:

- Relocation Resources:
  - Residents would prefer to move directly into new housing, rather than relocate temporarily off-site.
  - Residents would like housing choice vouchers to expand their options for temporary and/or new housing.
  - Residents are interested in occupying other public housing units (as they turn over).
- New Housing in St. Paul's:
  - An apartment building for seniors and disabled residents could be accommodated in the first phase.
  - Some residents may qualify for affordable homeownership if opportunities were made available (both in St. Paul's and in other Norfolk neighborhoods).
  - Most Tidewater Gardens families prefer single-family detached or townhouse unit designs with private yards and parking.
- Not all of the more than 600 Tidewater Gardens households will choose to remain in the revitalized St. Paul's neighborhood or in public housing.





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## Market Study Findings

National demographic trends are fostering greater demand for living, working and leisure time in walkable, urban settings. Such settings exist in portions of Downtown Norfolk – and have indeed attracted this demand—and could be created in St. Paul's by extending Downtown's mixed-use fabric through redevelopment.

### Overview

Market-based development opportunities are fundamental to the potential redevelopment of the St. Paul's area. Analyses of residential, office, retail and hotel market demand in the study area were undertaken in 2006 and their core messages are summarized below. The market analyses projected demand for the coming 10 years. Different assumptions have been used to measure projected long-term demand among different use types, as described below.

*How do recent downturns in the economy affect this market analysis? With respect to housing, the underlying market demand continues, even though the current constraints on financing access for developers and households alike have severely limited housing production and transactions. The downturn has in some ways reinforced demand further for housing in walkable, mixed-use environments, as more people are becoming conscious of the growing transportation and maintenance costs associated with traditional single-family detached homes. When finance markets begin to flow better, demand should quickly justify construction of the new housing unit types targeted in the market analysis.*

*Historical patterns suggest we will continue to see periodic real estate recessions every 7 to 10 years. The market analyses for St. Paul's are oriented to longer-term demand trends that are expected to outlive nearer-term market fluctuations. In all cases they specifically focus on the kinds of development attracted to walkable environments, because these are among the fastest-growing and highest-value opportunities in the market—not to mention the ones that can best build upon Downtown Norfolk's continuing renaissance.*

There is also very significant market interest in retail and entertainment development on the former Downtown Plaza site in St. Paul's, but a very different sort of retail from the shopping center that was there. Demand dictates that new retail be integrated with housing and office buildings around walkable streets, and stores be oriented to the immediate neighborhood as well as to the larger region. St. Paul's can also be a strategic location for office development over time as the remaining Downtown parcels available for development dwindle.



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## Residential

The consulting firm of Zimmerman/Volk Associates analyzed housing market potential in the St. Paul's study area based on long-term demographic trends, a key predictor of demand in emerging markets such as St. Paul's (see Appendix D. Residential Market Study). The analysis assessed the demand for housing within the study area, assuming the area is to develop with walkable, mixed-use nodes (absent this assumption, demand forecasts would be significantly lower). Market analysis conducted for this plan revealed that mixed-income housing in St. Paul's could attract significant demand of this type—1,500 market-rate or

workforce units (those units affordable to households earning between 80% and 120% of the area median income [AMI]) over 10 years; given recent downturns in the economy, the absorption period is likely to extend beyond 10 years. In addition, there will be 618 units of public housing, for a total of 2,100 housing units (see figure 1.3 for a complete breakdown). The majority of the 2,100 units would be rental (64%), while the remainder would be distributed between ownership condominiums and townhouses.



Mixed-income housing units facing a courtyard with children's playground in Alexandria, VA.

### Housing program by income level:

Total Units	2,100 units
• Market-rate	950-1,250 units
• Workforce	250-550 units
• Subsidized	618 units
– Senior units	15%
– Family units	60%
– Other apartments	25%

### Housing program by unit type and tenure:

• Rental Lofts/Apts./Townhouses	64%
• Ownership Lofts/Apartments	19%
• Ownership Townhouses	17%

Figure 1.3. Residential Market Study Findings.



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## Office and Retail

The consulting firm of W-ZHA analyzed potential demand for office and retail space in the study area (see Appendix E, Commercial Market Analysis).



Office building in a mixed use district (Columbus, OH).

The analysis assumes any new office development would be located in a new walkable, mixed-use setting that effectively becomes an extension of Downtown's Central Business District (CBD). Although St. Paul's does not represent a prime office location relative to the CBD today, the overall strength of Downtown as an office center, relative lack of future office development sites in the CBD, and good access and visibility of St. Paul's suggests the neighborhood – particularly its southwestern portion closest to the CBD and highway access – could become an important center for future growth of the CBD. The development of the Wells Fargo office building several blocks north of the Downtown's office core and just one block from St. Paul's provides evidence of this potential.



Example of a walkable mixed-use urban setting (Pentagon Row, Arlington, VA).

Based on the market analysis, 260,000 square feet of office space could be absorbed in the St. Paul's area in the next ten years. Over the long term, it is reasonable to envision this office space total growing to 400,000 square feet or more. This office potential depends on creating convenient walking and other transportation connections to the existing CBD, and creating a mixed-use setting that includes amenity retail and prominent office address locations.



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W-ZHA studied potential for retail space in the study area and found that St. Paul's offers a number of assets as a retail location, including substantial land availability; proximity to the MacArthur Center; Downtown market momentum that continues Downtown's growth as a residential, business, tourism and retail center; and good visibility and regional access. In addition, the Wells Fargo development helped shift Downtown's centers of office and residential space to locations that reinforce the opportunity for strong, walkable connections to St. Paul's.

These assets, and analysis of untapped (latent) and net new market demand potential in the trade area, point to the opportunity for 378,000 square feet of retail development in St. Paul's. This demand includes these following major retail types:

- **General Merchandise, Apparel, Furniture, and Other (GAFO)**—This category of retail includes general merchandise stores like Target and Wal-Mart, fashion boutiques, bookstores, antique shops, electronics stores, and many of the kinds of stores found in a regional mall. GAFO is where customers do the most "comparison shopping." There is demand for about 260,000 to 325,000 square feet of GAFO space in St. Paul's, based on overall additional Downtown sales potential of at least \$91 million and an average of \$350 in sales per square foot.
- **Convenience**—Across Downtown Norfolk, there will be a potential for at least \$24.7 million in annual convenience sales, which at an average of \$350 per square foot in sales would equal 70,000 square feet of demand. A drug store, at approximately 8,000 to 10,000 square feet, and specialty food stores should be the target uses for the study area.
- **Eating and Drinking**—There is additional potential for new restaurants in Downtown. Taking into consideration latent demand of approximately \$9 million and net new demand of approximately \$9 million, adds approximately \$18 million in potential annual sales, representing 51,200 square feet in eating and drinking space. Supporting these restaurants requires place-making and ideal placement where pedestrian and vehicular traffic are strongest. Given site considerations, in a lifestyle retailing environment, the study area could expect to support approximately three to four large restaurants and two smaller limited-service restaurants or cafes.

Potential office and retail demand:	
• Office	260,000 square feet
• Retail	378,000 square feet
– GAFO	260,000-325,000 square feet
– Convenience	8,000-10,000 square feet
– Eating and drinking	51,200 square feet

Figure 1.4. Nonresidential Market Study Findings.





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## Traffic Study Findings

Clark-Nexsen analyzed traffic issues in and around the St. Paul's area and their findings are as follows:

- External traffic is characterized by commuting corridors to and from Downtown and adjacent site traffic from the McArthur Center and the Norfolk Scope Arena. Internal traffic is impacted by the United States Postal Service (USPS) Distribution Center and other institutional uses, including schools, community services and churches.
- Daily traffic volumes or vehicles per day (vpd) are greatest on roadways surrounding St. Paul's. The highest volumes are found on St Paul's Boulevard, Brambleton Avenue and Tidewater Drive (see Figure 1.1). The roadways are divided facilities with varying median widths and treatments and intersection turning restrictions. Lower volumes occur on local streets: Church/Fenchurch (7,200 vpd) and Charlotte (2,200 vpd) through St. Paul's.
- Travel patterns to and from Downtown Norfolk place heavy traffic loads on St Paul's Boulevard and Brambleton Avenue, and congested conditions are most prevalent along St Paul's at the intersections of City Hall Avenue, Market Street and Brambleton Avenue. Also, the intersection of Tidewater and Brambleton experiences a poor level of traffic service.
- The existing roadway network presents limited options for internal circulation through the center of St. Paul's. Several "superblocks" in and adjacent to the study area limit access routes, and turns (particularly left turns) are limited at several intersections around the perimeter of St. Paul's. For residential areas, traffic is directed to either Fenchurch or Charlotte Street.
- Bus transit service only partially penetrates St. Paul's. Three Tide light rail stations are within walking distance (1/2 mile) of portions of St. Paul's, but typical walking conditions to and from the stations are poor, being dominated by heavy traffic and/or vacant lots.
- St. Paul's does have an extensive internal sidewalk network, but pedestrian connections beyond St. Paul's are compromised by the broad, heavily-trafficked streets that surround it. Some pedestrian signals do not provide sufficient time for people to cross St. Paul's Boulevard conveniently and safely. Several blocks within and adjacent to the study area measure 1,000 feet or more between intersections, much longer than the 300- to 400-foot range characteristic of places that people typically find convenient and safe for walking.



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## Infrastructure Study Findings

As discussed in Challenge 5, stormwater flooding poses a threat to the St. Paul's area—flooding caused by pooled stormwater – sometimes exacerbated by tidal conditions – routinely creates hazards, inconvenience and property damage in St. Paul's.

The St. Paul's area is drained by two major stormwater management trucklines:

- The Downtown Trunk Line that runs down St. Paul's Boulevard that outfalls between Dominion Tower and the Sheraton Hotel, near the small amphitheater.
- The Tidewater Drive Trunk Line and outfalls to the east of Harbor Park. This drainage area extends to Goff Street and covers substantial lands on both sides of Tidewater Drive.

Both systems are overtaxed and will require substantial upgrades to manage the 10-year-design storm standard. The City of Norfolk hired Clark Nexsen in May 2005 to develop a Stormwater Master Plan for the South Tidewater Drive Truck Line. The study recommended a series of improvements to the Trunk Line to address stormwater issues, totaling almost \$23 million (in 2005 dollars). These estimates did not include costs for a stormwater pump station or stormwater management ponds. Clark Nexsen also developed a Stormwater Master Plan for St. Paul's Boulevard (November 2003), concluding that \$3.2 million (2003 dollars) in improvements were needed for the St. Paul's Boulevard system.

In addition to stormwater flooding events, the Tidewater Drive Trunk Line in particular is subject to tidal flooding. Much of the St. Paul's area is relatively low and is heavily impacted by tidal flooding. In order to arrest the tidal flooding, gates and a very large pumping station will need to be constructed at I-264. In order to improve the entire Tidewater Trunk's ability to manage a 10-year storm event, a parallel large volume box culvert from Goff Street through I-264 will be needed, as well as a parallel 72 inch diameter pipe from Charlotte to the Eastern Branch of the Elizabeth River.

The St. Paul's area is currently served by water and sanitary sewer. There is sufficient water supply capacity to serve a redeveloped St. Paul's. Hampton Roads Sanitation District plans to upgrade the capacity of the sanitary sewer for the St. Paul's area, as a part of the upgrade for Downtown, so there will be sufficient capacity for a redeveloped St. Paul's. Water and stormwater sewer lines will need to be replaced as a part of any street replacement or development.



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## Guiding Principles

The study area assets and challenges, as well as the market study findings and public housing community survey, were shared with the community in a series of meetings (see Appendix A) to determine the priority needs that must be addressed in the plan. The result of these efforts is the following eight guiding principles—the findings of the public input and technical analysis—outlining the priority actions necessary to build a strong future for St. Paul's.

### 1. Replace public housing units on a one-for-one basis

- All 618 public housing units need to be rebuilt in St. Paul's. The actual composition of these replacement units will be determined based on the need for replacement units for current Tidewater Gardens residents who wish to return and the needs of those on the public housing waiting list. A strong majority of Tidewater Gardens households desire or



*Tidewater Gardens is home to 618 households.*

would consider continuing to live in St. Paul's after redevelopment—44% of households want to live in a new unit in a redeveloped St. Paul's, and that another 32% would consider doing so subject to receiving more information. This response contrasts with the typical response many other public housing communities across the country have given to this question, which is commonly in the 25% range. These returning residents will continue to be the community's core as they are joined by additional residents in the future.

### 2. Address economic segregation

- St. Paul's should be developed as a mixed-income community. Making St. Paul's appeal to a broad range of income levels will expand choices and opportunities for everyone. Traditional public housing projects like Tidewater Gardens tend to define a community solely by its income level – isolating it from important services and social connections. In the future, St. Paul's should continue to be a home for low-income residents but should be defined by a diversity of people and opportunities flowing to and from Norfolk's larger community context.



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- Mixed-income housing offers compelling benefits for St. Paul's including:
  - **Deconcentrating poverty.** Adding a significant number of workforce and market-rate housing units will help balance the heavy concentration of public housing in the area, including 618 units at Tidewater Gardens and more than 1,000 units nearby between Young Terrace and Calvert Square.
  - **Eliminating the brand of “project.”** A diversity of households will remove the stigma often associated with conventional housing projects such as Tidewater Gardens.
  - **Providing life-cycle choices within one neighborhood.** As public housing households and their extended families shift out of public housing and/or go through transitions (such as in age or number of children) that change their housing needs, they will have the opportunity to continue living within their established social community and within proximity to jobs, school, transit and/or other important elements in their lives.
  - **Attracting urban markets that desire mixed-income.** As demonstrated by the housing market analysis for St. Paul's, the growing numbers of people seeking to live in urban neighborhoods today often appreciate and seek out the social diversity they offer – including diversity of race, ethnicity and income. Hence mixed-income housing makes the most of market opportunities.
  - **Enabling faster redevelopment.** Because mixed-income housing is attractive to multiple market segments – and appeals to more households within each market segment – the redevelopment process can tap a broad spectrum of market demand at any given time. This enables faster redevelopment, improving opportunity to establish a “critical mass” of new neighborhood choices and identity sooner, which can in turn increase market demand and redevelopment pacing further.
  - **Attracting more retail/services serving everyone.** A substantial increase in the sheer number of households, as well as in average household income, can play an important role attracting neighborhood services to St. Paul's. While not all retail or service options will appeal to all income levels, some such as drug stores, banks and convenience stores can do so.

### 3. *Invest in resources for safe, healthy, rewarding living*

- All residents need to have access to quality jobs, education, child care, health care, shopping and similar foundations of social and economic vitality.



Current residents of Tidewater Gardens lack access to services.





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#### 4. Provide recreation and open space opportunities

- There should be new recreation facilities serving the diverse needs of the people who live, work and visit St. Paul's, including:
  - Facilities offering exercise and play, including walking and biking, tot lots and playgrounds, and other sports facilities that could accommodate exercise/play needs from around the larger Downtown area, not just the immediate needs of St. Paul's.
  - Facilities offering passive activities, including sitting opportunities, large open spaces that could support group events such as festivals and cookouts and space located in proximity to places supporting social activities such as the Hunton YMCA, schools, daycare centers and churches.



*Existing sports facilities.*

#### 5. Address stormwater issues

- The impact of stormwater flooding in St. Paul's needs to be addressed. The area's chronic flooding comes from two distinct sources: stormwater runoff and high-tide events. While tide-related flooding must be addressed by broader measures across the City and region, stormwater flooding needs to be addressed through new infrastructure, buildings and landscape created through revitalization, including the potential development of stormwater retention ponds that also serve as water features in parks.



*The neighborhood suffers chronic stormwater flooding problems.*



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## 6. Improve community form

- The physical form and placement of development should create an enhanced setting for St. Paul's as an attractive, welcoming and walkable community.
  - The existing historic structures should be the inspiration for the design of the community. The physical settings of these structures should be complemented through streetscapes and surrounding development which preserve and emphasize prominent view corridors to churches.
  - Streets should be shaped as public “rooms” by framing them with buildings of relatively consistent façade plane and height, and planting street trees that create canopies. Walking should be encouraged with building and landscape architecture that is human-scaled and incorporates active ground-level uses and good visibility between streets and buildings.
  - Creation of a more fine-grained network of streets and blocks should improve transportation convenience, improve sense of scale oriented to pedestrians, and add attractive address locations for buildings.



Current setting for historic First Baptist Church.

## 7. Reconnect missing links

- St. Paul's needs improved physical connections across the arterial roads with more cross-streets linking St. Paul's improved street grid and the surrounding areas, ending the isolation created by the current road network.
- St. Paul's needs to have an improved sense of connection to the surrounding arterial roads by introducing buildings of relatively consistent height, improving the appeal of sidewalks, and adding street trees and other landscaping along them.
- Historic connections, such as Church Street which currently terminates in the interior of the study area, should be improved for both pedestrians and vehicles, improving access to the cultural history of St. Paul's and the City as well as to improve street access.



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## 8. Remove barriers to pedestrian mobility

- St. Paul's should provide safe and inviting pedestrian connections.

- Street crossings should be safer with highly visible crosswalks, convenient signals, low traffic speeds, and shorter curb-to-curb walking distance.
- Sidewalks should be more pleasant with street trees and/or on-street parking separating pedestrians from traffic, adequate width, paving, street furniture and lighting that is functional and human-scaled, and building programming and design that keeps pedestrians visible and interested in their surroundings.
- Walkable connections to transit should be improved or created, especially along routes to the three light rail stations closest to St. Paul's.



*Pedestrians are routinely stranded in the median along St. Paul's Boulevard.*

These guiding principles are grouped into three major themes that together will create a strong, sustainable community.

<b>Create a neighborhood</b>	<b>1</b>	Replace public housing units on a one-for-one basis.
	<b>2</b>	Address economic segregation.
	<b>3</b>	Invest in resources for safe, healthy, rewarding living.
<b>Establish strong sense of place</b>	<b>4</b>	Provide recreation and open space opportunities.
	<b>5</b>	Address stormwater issues.
	<b>6</b>	Improve community form.
<b>Connect to the City</b>	<b>7</b>	Reconnect missing links.
	<b>8</b>	Remove barriers to pedestrian mobility.





## Chapter 2—Vision



The St. Paul's planning process produced a Vision that can guide the area's future over the next 20 years. This Vision is firmly rooted in the aspirations of the St. Paul's community, as well as in technical research into feasible economic, social, transportation and design strategies that can address these aspirations.

***This section presents the vision in several ways:***

- A *Vision Statement* that concisely summarizes St. Paul's possibilities;
- The *Placemaking Element*, as captured by illustrations that demonstrate in physical terms the places and qualities that are possible and desired in St. Paul's and presented by districts; and
- The *People Element* that outlines the supportive human services needed to achieve the Vision.





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## Vision Statement

Community input, integrated with technical analysis, resulted in this overarching statement:

The St. Paul's area is envisioned as...

- a new **neighborhood** that provides a safe, healthy, and rewarding environment for a diverse community of residents;
- an area with a wide **variety of uses**, including public housing, workforce and market rate housing, and businesses and institutions serving both the neighborhood and the broader region;
- a place that is **well-connected** to the surrounding city, easily accessible by foot, bicycle, car, or transit; and
- a community with an array of **facilities and services** to serve all residents, ranging from schools to flood controls, and from parks and playgrounds to social programs.

## Capturing the Vision for St. Paul's

St. Paul's has an exciting future as a unique and new neighborhood that is significant not only for its immediate residents, institutions and businesses, but also for the City of Norfolk and the region. The vision presented in this section describes how this neighborhood will unfold as a true place for people. "The Placemaking Element" addresses how to create a quality sense of place in St. Paul's – both as a whole and as a collection of many important smaller places from individual homes to blocks, parks, streets and districts that make it up. "The People Element" presents the vision for St. Paul's as a quality social community. This means a community that offers opportunity for people of all backgrounds, and celebrates its diversity as one of its fundamental assets.

Three main themes are addressed by this vision, with implementation detailed for each in Chapter 3:

- **Create a neighborhood.** Support a thriving social community with the quality services, economic opportunities, and physical environment that people need.
- **Establish strong sense of place.** Enrich people's lives with well-designed buildings and public spaces.
- **Connect to the City.** Knit St. Paul's together with Downtown, other adjacent neighborhoods and the larger City with improved physical street connections as well as strong interconnections of activity and culture.

The Vision for St. Paul's calls for a reconnected street grid, with accessible and safe pedestrian crossings, together with expanded retail, parks and cultural destinations, that can help create strong connections to Downtown and to Norfolk as a whole. This improved network of pedestrian connections could allow people who live, work, and shop in the revitalized Saint Paul's to easily flow to and from nearby neighborhoods and the larger City. High-value mixed-use development funded by the private sector can help pay for critically needed infrastructure addressing St. Paul's stormwater flooding. New ponds that gather stormwater can serve double purpose as attractive parks, joining other parks and plazas that attract people to live, work,



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exercise and enjoy community in St. Paul's. Thoughtful design of new buildings and landscapes can create a welcoming neighborhood conceived around people, not cars.

Most importantly, the nature of urban housing demand today offers market-based support for new housing that offers an unprecedented range of choices among cost, size, style and other core characteristics. This demand creates opportunity for a mixed-income neighborhood that offers more and better housing options for low-income families, including public housing residents. A mixed-income housing strategy can integrate diverse households into a strong community full of new opportunities. It also can attract the workforce – from the creative class to nurses – most in demand by the employers of today and tomorrow.

While the whole neighborhood will have a strong coherence based on shared community identity and activities as well as a connective network of streets, parks and architecture, it is also large enough to contain five districts with their own unique identities, detailed in the following section.

*This vision is conceptual, responding to current market trends and the realities of land availability. These factors can and will change, so flexibility is needed in interpreting this vision in order to respond to opportunities. For example, at the time of this study, the U.S. Post Office site was not available for redevelopment. If this situation changes, there will be an opportunity to complete the street grid and enhance connectivity to communities to the north of Brambleton Avenue. If Tidewater Park Elementary School is ever redeveloped, there is greater potential to better tie the school to the overall St. Paul's area, as well as create a campus setting to include Ruffner Middle School with enhanced connections across Tidewater Drive.*



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**Map 2.1.** *St. Paul's Vision Plan and illustrations of how St. Paul's could be transformed into a lively destination with mixed-income housing, jobs, retail, churches and recreation activities.*







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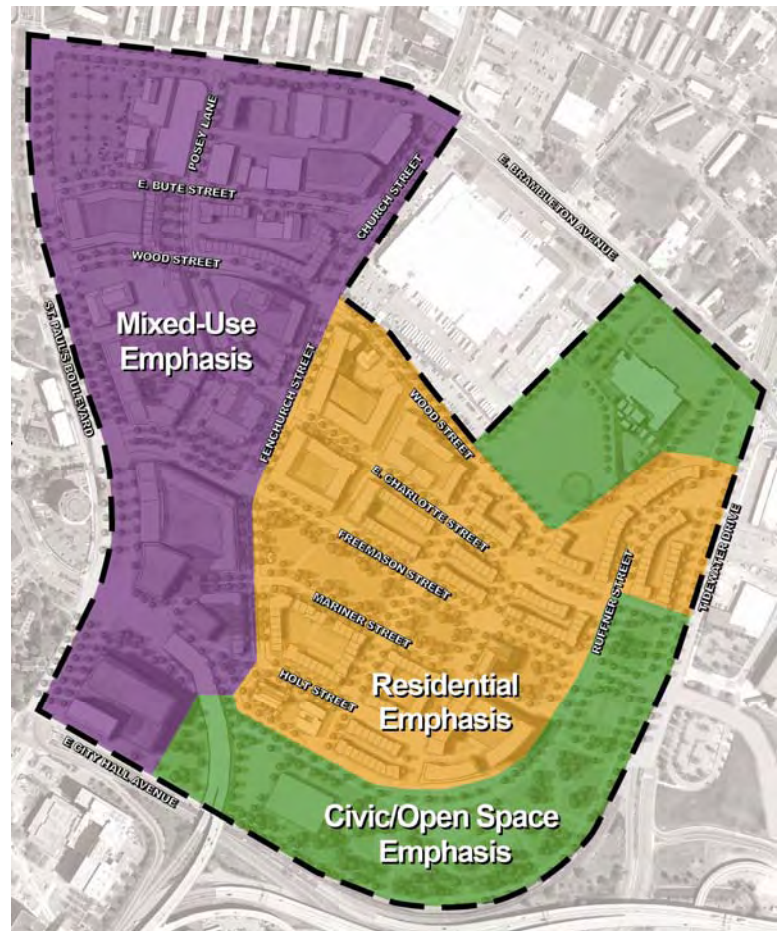
### The Placemaking Element—Five Districts

The Vision outlines five unique districts across St. Paul's, divided into three land use types (see Map 2.2 and Map 2.3). Land uses include:

- **Mixed-Use Emphasis**, including the potential for a range of residential and nonresidential uses. Note that residential uses will include market rate, workforce and public housing. This will be the main area for large-scale retail and office opportunities.
- **Residential Emphasis**, including a range of housing types for market rate, workforce and public housing. This will be the primary area for family units.
- **Civic/Open Space Emphasis**, including education and recreation opportunities. Civic and open space will be located throughout the study area, but major facilities will be concentrated in this area.

Thinking about St. Paul's as being made up of districts is important for several reasons:

- Different parts of St. Paul's have unique existing conditions of access, past development history, land ownership, adjacent uses, and other factors that affect the character, amount and timing of potential development opportunity. Notably, because the City and NRHA together own about half the study area, they will be able to substantially affect the character, scale and timing of development on their land areas while other areas with mixed ownership may redevelop more incrementally. Even topographical variations, while seemingly minor, will play a significant role in how and where stormwater challenges are met, with positive results for districts.
- St. Paul's substantial residential development opportunity – encompassing market rate as well as publicly-supported units – is composed of many distinct household types looking for different kinds of living environments, from glassy lofts to units with access to ground-floor outdoor space for children. St. Paul's needs to respond with distinct housing opportunities in distinct places.



Map 2.2. Recommended land uses.



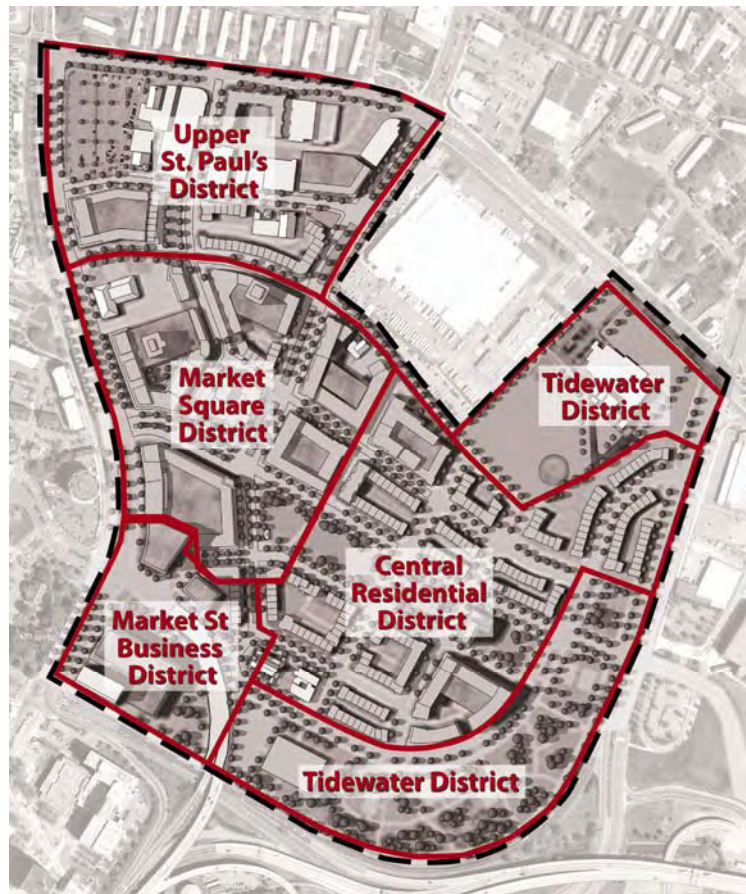


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- Most commercial development opportunities in St. Paul's are attracted to walkable, mixed-use settings that depend on relatively dense concentrations of development activity in a compact area. Not only do these concentrations need convenient walking, transit and biking connections, they also need excellent regional auto access and visibility from major traffic approaches.
- Settings for both housing and commercial development need locally unique characteristics that deepen their appeal to different niche markets.

The following pages describe the five districts in sequence. Each description includes these components:

- Overview description of the district's core themes.
- Photos of other places that exemplify the qualities that should define the district, with examples from Norfolk and around the country.
- Before/after illustrations of key views.
- Annotated framework diagram explaining the core principles of access, land use, open space and character that should guide development in the district.
- Illustrative vision plan scenario that demonstrates one development outcome based on the framework.
- Program chart that applies the overall study area program (described in more detail as part of the market study findings discussion that begins on page 20) to the district. The chart indicates anticipated capacity ranges for different land uses over 10 to 15 years of projected market demand.



**Map 2.3.** *St. Paul's districts.*





## Market Square District

MIXED-USE EMPHASIS



The Market Square District will serve as the civic and commercial heart of St. Paul's, with a prominent public plaza and attractive walking streets surrounded by retail, dining and entertainment activities attracting people from the neighborhood, greater Downtown and the region. Its activities center around Freemason and Fenchurch/Church Streets, tying St. Paul's into the life of Downtown and other neighborhoods on all sides. Mixed-

income housing, including market rate, workforce and public housing, and office space rise above active ground floor retail spaces to make this a true living, working urban neighborhood intimately tied to Downtown just across St. Paul's Boulevard. Portions of this district will be among the first redevelopment phases owing to site and market opportunity, setting a high standard of urban character that will catalyze further high-quality redevelopment across St. Paul's.





## Market Square District

Map 2.4. Market Square District.

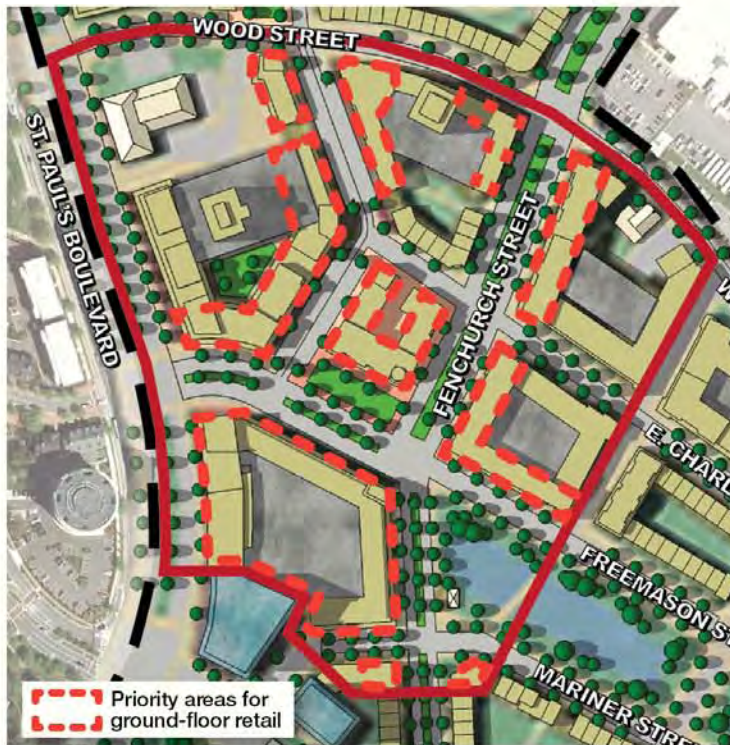


Figure 2.1. Market Square Market Potential.

SUGGESTED PROGRAM SCENARIO	
USE	MAGNITUDE
Office (gross sq ft)	0–78,000
Retail (gross sq ft)	258,000–310,000
Market and work-force housing (units)	300–350
Subsidized housing (units)	150



### Key themes for redevelopment

- > Prime market potential for significant destination retail and office
  - Expand choices
  - Intensify activity
  - Provides funding for public infrastructure
- > Ground floors have active, pedestrian-oriented uses; upper floors have housing, offices, hotel



## ST. PAUL'S • AREA PLAN

### Market Square District

#### **Key design and programming strategies**

- > Uses and design that make walking inviting and safe
- > Housing, offices above ground-floor retail
- > Ground floors open and visible
- > Activity throughout the day and week







## ST. PAUL'S • AREA PLAN

### Market Square District

#### Key design and programming strategies

- > Public spaces activated by adjacent stores, dining, housing, workplaces
- > Buildings screen structured parking
- > Architectural variety
- > Pedestrian scale



#### Key design and programming strategies

- > Public spaces that bring people together around shared activities
- > Public art
- > Special events







ST. PAUL'S • AREA PLAN

Market Square District







ST. PAUL'S • AREA PLAN

## Upper St. Paul's District



### MIXED-USE EMPHASIS

**T**hree landmark churches and an established business presence distinguish Upper St. Paul's with the strongest historic urban fabric within St. Paul's. Infill housing, business, and neighborhood-oriented retail complement existing churches and businesses to create a district that is active throughout the day and week. New green spaces enhance views and settings around the churches, and serve as common gathering places for residents and church congregations. Improved walking environments along and across St. Paul's Boulevard and Brambleton Avenue restore important connections between St. Paul's, the Scope Arena, the Church Street corridor, and adjacent neighborhoods.



## ST. PAUL'S • AREA PLAN

### Upper St. Paul's District

Map 2.5. Upper St. Paul's District.



Figure 2.2. Upper St. Paul's Market Potential.

SUGGESTED PROGRAM SCENARIO*	
USE	MAGNITUDE
Office (gross sq ft)	30,000–138,000
Retail (gross sq ft)	60,000–112,000
Market and work-force housing (units)	270–320
Subsidized housing (units)	120

\* city-owned property only

### Key themes for redevelopment

- > Complement existing churches and businesses: compatible scale, activities, views.
- > Provide a variety of housing types.
- > Introduce neighborhood-serving retail at visible corners.
- > Improve streetscape and green spaces: create a dignified setting for existing/new buildings and activities.





## ST. PAUL'S • AREA PLAN

### Upper St. Paul's District

#### **Key design and programming strategies**

- > Modestly-scaled buildings
- > Neighborhood-serving retail
- > Improved streetscape





ST. PAUL'S • AREA PLAN

Upper St. Paul's District

*St. Paul's Boulevard, looking north*



*Bute Street, looking east*







## Market Street Business District

MIXED-USE EMPHASIS



The Market Street Business District emphasizes high-value commercial office development on sites that have prime regional visibility and access and form a natural extension of Downtown's traditional business district. Hotel, retail and/or residential development may also be appropriate here. New development flanks the Berkley Bridge approach at St. Paul's Boulevard and Market Street,

forming a landmark Downtown gateway and benefiting from excellent light rail access, shared parking opportunities, and extensive shopping and dining choices in St. Paul's Market Square District as well as the MacArthur Center. The district's development timeframe has the flexibility to allow optimal coordination with market opportunity.



## ST. PAUL'S • AREA PLAN

### Market Street Business District

**Map 2.6.** Market Street Business District.



### Key themes for redevelopment

- > Capitalize on prime office opportunity: visibility, access, tied to downtown.
- > Develop when market is ready.
- > Complement existing churches and businesses.
  - Assure compatible scale, activities, views
  - Improve pedestrian access



**Figure 2.3.** Market Street Business Market Potential.

SUGGESTED PROGRAM SCENARIO	
USE	MAGNITUDE
Office (gross sq ft)	230,000
Retail (gross sq ft)	30,000
Market and work-force housing (units)	0*
Subsidized housing (units)	0*

\* None programmed based on market study but could be appropriate





## ST. PAUL'S • AREA PLAN

### Market Street Business District

#### Key design and programming strategies

- > Office over ground-floor retail or active lobbies
- > Landmark architecture



*St. Paul's Boulevard, looking east*





## Central Residential District

### RESIDENTIAL EMPHASIS



**T**he Central Residential District provides a wide variety of housing choices – in terms of affordability, unit size and character – on walkable blocks oriented to a large central park area. Ponds form an attractive centerpiece of this park while also addressing St. Paul's stormwater flooding problems. Existing mature trees

in today's Tidewater Gardens development remain to grace streets of new housing. St Mary's church and an improved Hunton YMCA serve as centers of community and important visual landmarks. The district enjoys excellent access to adjacent retail, schools, jobs, parks and transit.





## ST. PAUL'S • AREA PLAN

### Central Residential District

Map 2.7. Central Residential District.



### Key themes for redevelopment

- > Develop primarily as a residential neighborhood.
- > Include a mixture of townhouses and multifamily buildings; place emphasis on family units.
- > Possibly include neighborhood-oriented retail.
- > Introduce a major park feature that also addresses stormwater.

### SUGGESTED PROGRAM SCENARIO

USE	MAGNITUDE
Office (gross sq ft)	0
Retail (gross sq ft)	30,000
Market and work-force housing (units)	910
Subsidized housing (units)	350

Figure 2.4. Central Residential Market Potential.



## ST. PAUL'S • AREA PLAN

### Central Residential District

#### **Key design and programming strategies**

- > Frequent front doors, stoops, windows for identity and safety
- > Parking screened with housing
- > Variety of architecture
- > Scale transitions between building types







ST. PAUL'S • AREA PLAN

Central Residential District

*Fenchurch Street at Freemason, looking south*





ST. PAUL'S • AREA PLAN

Central Residential District

*Central Residential District*



*Central Residential District*







## ST. PAUL'S • AREA PLAN

### Tidewater District

CIVIC/OPEN SPACE EMPHASIS



**T**he St. Paul's community comes together in this district, which links the Central Residential District to Tidewater Park Elementary School to the northeast and a large public park to the south. The park offers a variety of active and passive recreation opportunities, enhanced by collaborative program support from the City, schools and YMCA. It also buffers St. Paul's residential areas from the interstate

and helps control stormwater flooding. An improved Tidewater Park Elementary School turns its front door to St. Paul's and is an architectural landmark welcoming people to St. Paul's from Brambleton Avenue and Tidewater Drive. With new street and recreational path connections at Tidewater Drive, this district connects St. Paul's to leisure activities and light rail transit at the Elizabeth River waterfront.





ST. PAUL'S • AREA PLAN

Tidewater District

Map 2.8. Tidewater District.







## Tidewater District

Figure 2.5. Tidewater Market Potential.

SUGGESTED PROGRAM SCENARIO	
USE	MAGNITUDE
Office (gross sq ft)	0
Retail (gross sq ft)	0
Market and work-force housing (units)	0
Subsidized housing (units)	0

\* city-owned property only

## Key themes for redevelopment

- > Support a mix of institutional and recreational uses: schools, YMCA, destination parks.
- > Complement adjacent housing.
- > Improve walking connections.
- > Accommodate stormwater and flooding.

## Key design and programming strategies

- > Dedicated recreational facilities and programs
- > Opportunities:
  - Sports
  - Passive
  - Educations
  - Gardens
  - Skateboards
  - Bikes...







ST. PAUL'S • AREA PLAN

Tidewater District







## ST. PAUL'S • AREA PLAN

### The People Element

The vision for the St. Paul's area addresses not just physical development but also the human element, with recommendations for development and implementation of a Human Capital Plan for Tidewater Gardens. The plan is informed by a community survey completed in 2006, focus-group sessions, and ongoing discussions with the City and other key stakeholders (see Chapter 1 and Appendices A and B for more information). This aspect of the St. Paul's Plan envisions creating opportunities for the families living in Tidewater Gardens at the time of redevelopment and for new families who arrive after redevelopment, including:

- **Housing.** Residents are relocated to good or better affordable housing that meets their needs. Residents who do not return live in good or better housing.
- **Health.** Residents have access to quality healthcare. The health of residents over time is as good as or better than other households with similar economic and demographic conditions.
- **Safety.** Residents live in a safer environment, as evidenced by the revitalized neighborhood having lower crime rates than the neighborhood prior to redevelopment.
- **Employment.** Income of all residents, particularly wage income for non-elderly/non-disabled adult residents, increases over time.
- **Education.** Children have access to high-quality learning programs and services, including early childhood learning. Significant growth in individual resident educational outcomes occurs over time relative to state average.



## Chapter 3—Implementation



### *How do we achieve the vision?*

Achieving this vision for St. Paul's will require multiple actions by many different groups and individuals over a timeframe stretching out as many as 20 years or more. Many actions need to be led by the City, NRHA or other major stakeholders in coordinated fashion. Many other actions can be taken by individual stakeholders – property owners, developers, social service providers and others – independently, but through the guidance of this plan so that the stakeholders benefit from and contribute to the plan's overall goals.

The actions are grouped here according to the three main themes stated in the vision principles (Create a Neighborhood, Establish a Strong Sense of Place and Connect to the City) and a unifying strategy (Partnerships, Financing and Phasing). Within each theme, the guiding principles serve as goals, with desired outcomes provided for each goal. These outcomes are followed by the actions that will be necessary to achieve them.



## ST. PAUL'S • AREA PLAN

# Theme One: Create a Neighborhood

## Overview

Transforming St. Paul's into a true neighborhood means very deliberately combining a variety of land uses and diverse households in ways that create more benefit to the community as a whole than they might individually, while also creating value for the individual projects. The result of this concerted effort should be a mixed-use, mixed-income development that will only occur as a result of thoughtful actions that address public housing household characteristics, market opportunity, and other factors specific to St. Paul's.

### Goal 1.1. Replace public housing units on a one-for-one basis.

The City and NRHA have committed that any Tidewater Gardens housing units that are demolished will be replaced by a new public housing opportunity in St. Paul's. The vision for the St. Paul's Plan therefore retains capacity for at least 618 public housing units – the number of public housing units in Tidewater Gardens today – in the redeveloped St. Paul's.

Given that the St. Paul's Plan anticipates the redevelopment of a large public housing site, the relocation of families in phases may be required. NRHA has important legal obligations to relocate occupants of affected developments and NRHA's relocation efforts should seek to minimize the hardship of relocation and displacement. Families who are required to relocate may need access to supportive services to ensure that the relocation goes smoothly.



Map 3.1. Primary locations for housing in St. Paul's.





#### ST. PAUL'S • AREA PLAN

National trends suggest that the unit mix currently available in Tidewater Gardens may be different from today's needs. Nationally, public housing household size is decreasing, although smaller households commonly continue to include children, often with a single parent, for example. The unit mix of public housing must accommodate distinct household profiles such as singles, adult couples, single parents with children, seniors raising children, senior singles, and senior couples. Each of these profiles demands distinct unit types, building types and/or amenities.

#### **Outcome 1.1.1. Tenant relocation that is sensitive to the needs of Tidewater Gardens residents while complying with all legal requirements.**

##### **Actions**

- 1.1.1a Prepare a strategy to ensure that all affected Tidewater Gardens families are treated fairly, relocated responsibly and have access to relocation and transition support. This strategy should include the following:
  - Seeking out and incorporating the views and preferences of impacted residents regarding relocation;
  - Providing families and individuals with a choice of quality, appropriate and healthy relocation options to the maximum extent possible;
  - Ensuring that the vast majority of families and individuals will not be required to relocate multiple times involuntarily;
  - Ensuring that school-age children's education is minimally disrupted by the relocation process;
  - Providing individuals and families with transitional and mobility counseling and supportive services both before and after their relocation; and
  - Ensuring that all individuals and families have access to information about supportive services.
- 1.1.1b Develop a detailed relocation plan describing the rules and policies for relocation as well as re-occupancy of the redeveloped Tidewater Gardens. This relocation plan must be submitted to the U.S. Department of Housing and Urban Development (HUD) and conform to the following principles and factors:
  - The Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended (URA);
  - Section 18 of the Housing Act of 1937;
  - The welfare of impacted public housing residents; and
  - The budget limits on NRHA's resources.
- 1.1.1c Coordinate implementation of the relocation plan with the phasing plan (see Unifying Strategy—Partnerships, Financing and Phasing).
- 1.1.1d Provide advance support for Tidewater Gardens households in preparation for relocation and return.



#### ST. PAUL'S • AREA PLAN

### **Outcome 1.1.2. A public housing unit mix matching the anticipated demographic profile of future public housing households in St. Paul's.**

#### **Actions**

- 1.1.2a Confirm the demographic profiles of households seeking to relocate to a redeveloped St. Paul's.
- 1.1.2b Develop a financial strategy for the redevelopment and one-for-one replacement of public housing units that includes pursuit of possible public funding sources, such as Choice Neighborhoods and Low Income Housing Tax Credits.
- 1.1.2c Ensure an adequate number of units with access to outdoor space for households with children. Such units should be located no more than one direct flight of stairs above ground level, with a dedicated outdoor patio, small yard or balcony. Placing households with children above the second floor should be discouraged.

### ***Goal 1.2. Address economic segregation by enabling people to live, work, learn, shop and play in St. Paul's as part of a mixed-use, mixed-income neighborhood.***

Current land uses in the St. Paul's area often do not support each other in the way that those in lively neighborhoods and Downtowns typically do. Existing commercial and industrial zoning districts, for example, are inappropriate over the long term as they do not accommodate higher-density, mixed-use, walkable development. Land uses in St. Paul's should provide the opportunity to walk conveniently and safely among a wide variety of activities and transportation options. To help achieve this, zoning in St. Paul's should permit a mix of uses within buildings by including ground floor retail or community space below housing or office space, while also permitting different uses within different buildings in the same block.

The housing stock in the St. Paul's area – today consisting exclusively of 618 public housing units – should evolve to include a wider variety of housing types that are both attractive to a range of household demographics, as well as affordable to a range of household income levels. At least 1,900-2,100 total units of housing, ranging from townhomes to midrises, should be constructed within the area to ensure the mix of incomes needed to create a successful community.

The mix of nonresidential uses within the area should reflect market demand. There is strong community interest in, and market demand for, a variety of retail uses, including dining and entertainment; the market study revealed demand for more than 375,000 square feet of retail in two distinct categories—regional and neighborhood-oriented. (A more detailed discussion of the office and retail analysis begins on page 25.) Retail development will play a key role in the St. Paul's revitalization at several levels.

St. Paul's also holds the potential to accommodate a significant amount of office space over the mid- to long-term. A more detailed discussion of the office and retail analysis begins on page 25. This potential is associated with the adjacent presence of the central business district. As Downtown office sites approach full build-out, sites in St. Paul's that are near Downtown offer valuable capacity for continued growth of the central business district. Market analysis indicates opportunity for approximately 260,000 square feet of office development in St. Paul's.



## ST. PAUL'S • AREA PLAN

While the majority of the St. Paul's area is publicly owned, almost 30% of the area is privately held. Prominent among these private holdings are churches, four of which are historically and architecturally significant. Other important institutional uses within the St. Paul's area include Tidewater Park Elementary School and the Hunton YMCA. These uses should be respected in this redevelopment program.

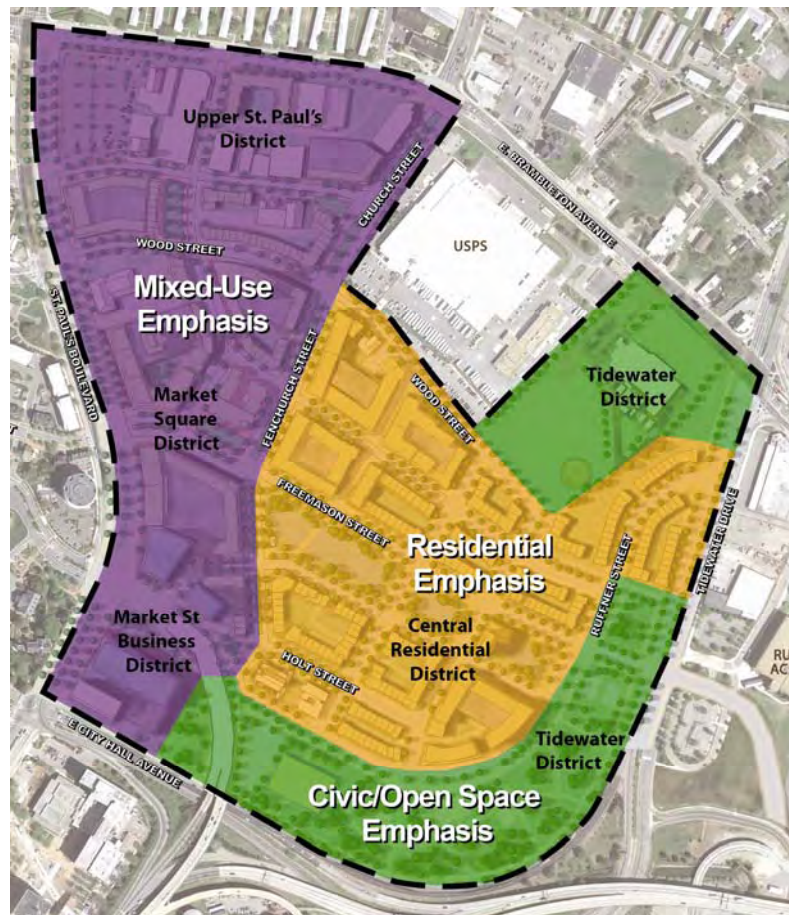
Successful redevelopment of the St. Paul's area will require a high level of development expertise. This is particularly true of the housing developments. Mixed-income housing developers and management entities need to understand the amenities desired by each household income level; design approaches consistent with walkable, mixed-use neighborhood settings; and after occupancy, management strategies capable of addressing the differing service needs of various household income levels.

**Outcome 1.2.1. A mix of uses that expands choice and reinforces a sense of place, safety, and value.**

### Actions

1.2.1a Update the land use designations shown on the Future Land Use Map of the General Plan to reflect the following uses in the districts:

- Market Square—Mixed-use
- Upper St. Paul's—Mixed-use
- Market Street Business—Mixed-use
- Central Residential—High-Density Residential
- Tidewater—Educational, Recreational, Cultural, Open Space and Environmentally Sensitive.



**Map 3.2.** Recommended land uses.

1.2.1b Determine appropriate zoning districts for use in the districts that conform to the goals of this plan, working with property-owners, developers, businesses, and residents.





#### ST. PAUL'S • AREA PLAN

### Outcome 1.2.2. Housing units—mixed by type and affordability—that are responsive to the anticipated market demand.

#### Actions

- 1.2.2a Develop and implement phasing plans that provide for development that includes approximately equal amounts of public, workforce and market-rate housing (or in other words, a 1/3—1/3—1/3 combination) with units appealing to different income levels mixed as much as possible to minimize obvious groupings of public housing. This mixing should occur at least within every block, and preferably within buildings whenever possible.
- 1.2.2b Develop strategies to encourage workforce housing in development proposals. Permitting additional height as a form of density bonus for including workforce housing in a development could encourage this desired mix of housing.
- 1.2.2c Support the development of a range of housing unit sizes and finishes to encourage a broad range of market appeal.
- 1.2.2d Utilize design guidelines for housing that will reinforce neighborhood character across St. Paul's and its individual districts (see Appendix C).
- 1.2.2e Encourage development proposals to include provisions for rental as well as for-sale housing in order to maximize market capture potential.

### Outcome 1.2.3. An appropriate mix of nonresidential uses that is responsive to market demand.

#### Actions

- 1.2.3a Provide opportunities for both regional and neighborhood-oriented retail by:
  - Concentrating regional-oriented retail located along St. Paul's Boulevard and in the Market Square District;
  - Locating neighborhood-oriented retail where it will serve as an amenity to housing, in convenient walking distance of housing units and the Central Residential District.
- 1.2.3b Support the development of a range of commercial opportunities that would be attractive to all residents.



Map 3.3. Priority locations for ground-floor retail.



#### ST. PAUL'S • AREA PLAN

- 1.2.3c Concentrate office development in the Market Street Business and Upper St. Paul's districts, encouraging the incorporation of ground-floor retail uses wherever possible.
- 1.2.3d Concentrate retail development on higher value locations within St. Paul's, such as the former Downtown Plaza site, to finance necessary infrastructure and redevelopment costs.
- 1.2.3e Develop parking requirements for St. Paul's that reflect the most current research on parking in urban settings, undertaken by the Institute of Transportation Engineers, in order to optimize the cost- and land-efficiency of parking, while also encouraging shared parking opportunities.
- 1.2.3f Utilize design guidelines for retail uses that ensure these uses are fully integrated into a walkable mixed-use, urban environment (see Appendix C).

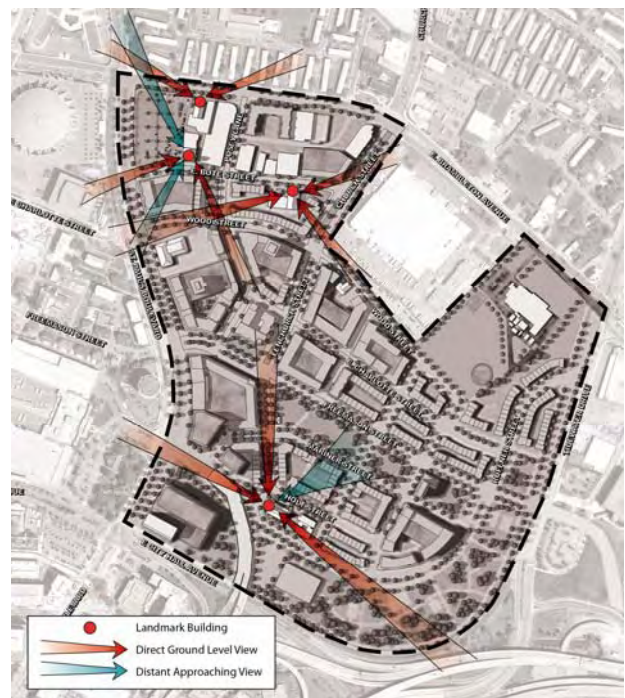


*Office buildings in the Market Street Business District.*

#### **Outcome 1.2.4. Existing landmarks that are embraced and enhanced.**

##### **Actions**

- 1.2.4a Encourage existing business uses, particularly in the Upper St. Paul's District, to remain, while recognizing that property owners may pursue redevelopment opportunities in the future.
- 1.2.4b Protect historic church buildings from damage by construction activities associated with redevelopment by requiring that developers use current techniques to protect these structures, including ongoing communications with the affected properties.
- 1.2.4c Include the protection of view corridors that highlight the historic churches in the revised zoning regulations, controlling height and the location of open space (see Map 3.4).



**Map 3.4.** Important view corridors to protect views to landmark church buildings.



#### ST. PAUL'S • AREA PLAN

- 1.2.4d Work with churches in St. Paul's to ensure adequate parking throughout the redevelopment process.
- 1.2.4e Evaluate and address the need for a redeveloped Tidewater Park Elementary School, factoring in both changes in enrollment due to redevelopment of the St. Paul's area and overall changes in school needs.
- 1.2.4f Locate a prominent entrance and access to either a redeveloped or reconfigured Tidewater Park Elementary School from the interior of the neighborhood, with the school's sports and recreation facilities located so that they form part of the neighborhood park network.

#### **Outcome 1.2.5. Capable development expertise is utilized.**

##### **Action**

- 1.2.5a Issue Requests for Proposals for development of City-owned land, looking nationally for specific expertise in mixed-income development, including developers familiar with funding sources in Virginia. It may be desirable to partner developers with mixed-income housing expertise together with other developers who bring in other important areas of skill such as retail, high-end housing, local experience, or the coordinating role of master developer.

#### ***Goal 1.3. Invest in resources for safe, healthy, rewarding living.***

The successful redevelopment of the St. Paul's area will depend on creating an attractive community for a range of residents, those who reside in public housing as well as market rate housing. All residents will benefit from a safe, walkable environment, with recreational activities and other amenities. Creating this attractive environment, with amenities to serve all residents, is an overarching goal of this plan.

Beyond the overall amenities required for a successful community, the redevelopment of the St. Paul's area must address the specific needs of the current and future public housing residents. Creating positive outcomes for families living in Tidewater Gardens at the time of redevelopment, and new families who reside in the redeveloped St. Paul's, is essential to the success of this plan. Development of a Human Capital Plan is critical to achieving this.

The most essential element of a Human Capital Plan is the family-based case management—working with each family to conduct an inventory and assessment to identify family assets, needs and issues. A Human Capital Plan requires case managers to use a variety of techniques to connect families and individuals with diverse community and institutional resources that include human/social, health, employment, and housing services necessary for the family or individual to achieve their goal of improved living conditions, health, and social well-being.

Ideally, each family would be assigned to a case manager who will be responsible for introducing, arranging and brokering access to the array of services and resources available in the community to leverage existing services available in and around the neighborhood, rather than duplicating these services. Case managers are responsible for:





#### ST. PAUL'S • AREA PLAN

- Conducting family inventory and assessment (identifying family assets, needs and issues);
- Developing individualized Family Action Plans (outlining goals, strategies and action steps);
- Connecting or referring families to resources and services by helping families apply for services for which they are eligible;
- Acting as a broker, coach and support by coordinating with other subsidy programs (TANF, CHIP, food stamps, etc);
- Assisting families on the path to greater economic self-sufficiency, focusing on specific and achievable outcomes;
- Tracking families over time; and,
- Providing families/community with access to data on program progress and outcomes.

Job training and employment should be a top priority for these supportive services. Many existing residents of Tidewater Gardens lack access to “good jobs” and skills that are in demand. These are obstacles that make it difficult to find and retain work and create disincentives to seeking and keeping employment. To address these disincentives, a Comprehensive Workforce Development Strategy that includes a range of immediate, short-term and longer-term demand and supply initiatives must be included in the Human Capital Plan. Programs should range from job readiness and placement services, to customized skills training, sector-specific career advancement and retention opportunities, and bridge programs that provide opportunities for those with very low skills and work experience to have opportunities to engage in the labor force.

As redevelopment of the St. Paul’s area continues, many of the new families who choose to live there may also need access to supportive services. In addition to workforce development, education and youth development, and health and wellness initiatives, families may need access to other support, including:

- Parenting and children services
- Counseling and mentoring
- Transportation assistance
- Senior services

To ensure that the children living in St. Paul’s, particularly residents of public housing, enjoy opportunities for safe, healthy, and rewarding living, a successful education initiative that

includes a continuum of opportunities, from early childhood education, to college access and education that produces graduates that are ready for work, is critical. Children who are enrolled early (0-5 years) in comprehensive, high quality, results-oriented early childhood education programs often have better educational outcomes (higher rates of educational readiness, higher standardized test scores, higher rates of



*Access to educational opportunities will be important to the success of a redeveloped St. Paul’s.*



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#### ST. PAUL'S • AREA PLAN

high school completion, lower involvement in juvenile justice systems) than students without such exposures. Head Start, Early Head Start, The Harlem Children's Zone and others provide excellent program models. These models rely on a comprehensive approach that integrates supportive services, including health and nutrition and parental supports, with a strong education component.

The St. Paul's area is already a resource-rich environment with a diversity of programs and services that can meet the needs of public housing residents. However, many residents are unaware of these programs, uncertain of program eligibility requirements, lack access to the programs or have inadequate childcare and other barriers that prevent them from utilizing these services. Following is a summary of current programs in and around the Tidewater Gardens neighborhood.

Successful implementation of the Human Capital Plan will require that the City and NRHA rely on community participation and engagement and the network of public and private partners willing to collaborate with NRHA, to provide the resources required for the Human Capital Plan.

To create a "healthy community", health and wellness must be integrated into not only the Human Capital Plan, but also the physical plan. The construction of affordable housing is itself an important action, but equally important is an overall site design that merges the social and physical needs of the development, ensuring walkability and access to recreation, in order to support wellness for families who live in the community.



## ST. PAUL'S • AREA PLAN

### Workforce Development

- Workforce Development Academy (NRHA)
- SNAPET (NHS)
- VIEW (NHS)
- Job Zone (NHS)
- Opportunity Inc One-Stop Workforce Center
- GED (TCC and NRHA)
- ABE/GED (NPS)
- Career Readiness Certificates (TCC)
- Construction training (TBA)
- Job Connection (NRHA)
- Transportation to job interviews (St. Mary's and NRHA)

### Childcare + Youth Programs

- Childcare assistance (NHS)
- Smart Beginnings (NHS)
- Even Start (NPS)
- Childcare for workforce training (NRHA)
- Childcare and before and after school care (Hunton YMCA)
- Jr. AAMUSS (NRHA)
- Community Health Initiative (NRHA)
- Youth Job Readiness (NRHA)
- Summer Youth Employment Program (NRHA, City and OpplInc)
- Knights of Peter Claver (St. Mary's)
- Kid Zone (Hunton YMCA)

### Education and Literacy

- Early childhood education centers (NPS)
- Ready Academy (First Baptist)
- Hunton Learning Academy (Hunton YMCA)
- Head Start
- Tutorial Ministry (First Baptist, St. Mary's)
- Educate to Elevate (NRHA)
- Earning by Learning (NRHA)
- College Here We Come (NRHA)
- Adult literacy (St. Paul's Church)

### Health and Wellness Programs

- Community Health Initiative (NRHA)
- Gospel Aerobics Ministry (First Baptist)
- Health Ministry (First Baptist)

### Financial Education and Homeownership Counseling

- Financial Fitness (NRHA)
- Reality Store (NRHA)
- Tax Preparation VITA Site (NRHA)
- Homebuyers Club (NRHA with VHDA)

### Senior Services

- Case Management (NRHA and CSB)
- Recreation (City, Special Olympics, Young Terrace Senior Ctr.)
- Service Coordination (Senior Services of Southeast VA, Endependence Center)
- Home Health Care (Senior Services of Southeast VA)
- Dental Screening (American Red Cross)
- Senior Meals (St. Mary's, Hunton YMCA)
- Seniors in Action (First Baptist)

### Civic/Other

- Community meeting space (St. Mary's, Hunton YMCA)
- Food Pantry and Soup Kitchen (St. Mary's)
- Soup Kitchen, Clothes Closet (First Baptist)
- Support Services (St. Mary's)
- Small Business Development (NRHA)

### Parenting and Children Services

- Parent workshops (NPS)
- Parent support (NPS)

### Counseling and Mentoring

- Renew Counseling (First Baptist)
- AAMUSS (NRHA)

**Figure 3.1.** Existing services and providers for the St. Paul's area.



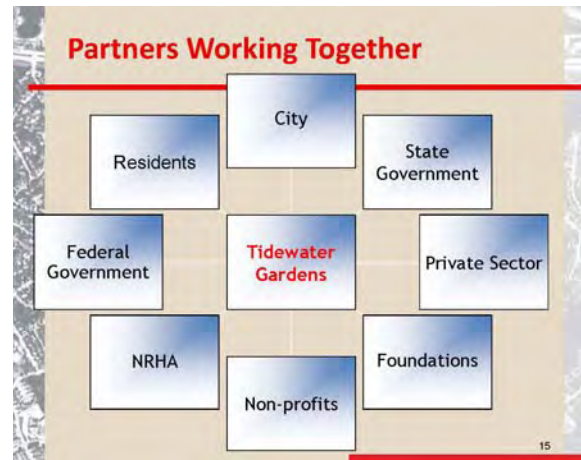


## ST. PAUL'S • AREA PLAN

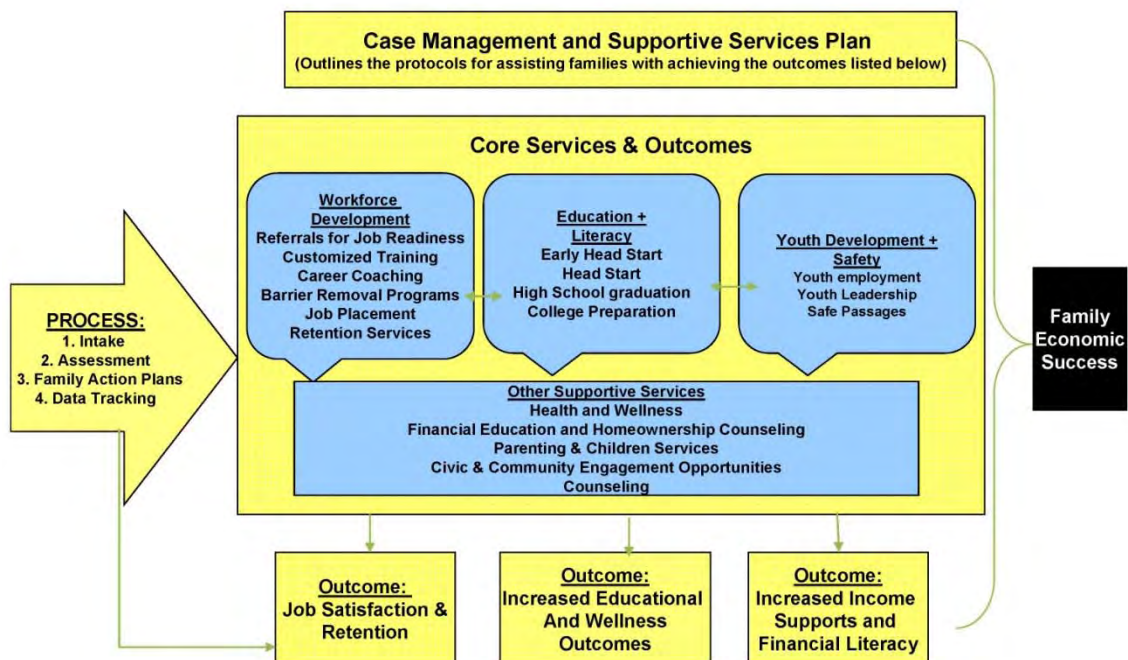
**Outcome 1.3.1. A Human Capital Plan that addresses the needs of the current and future public housing residents of St. Paul's.**

### Actions

- 1.3.1a Prepare a Human Capital Plan, with all the components shown below in the Human Capital Plan Development Model, that can be initiated at least 12 months prior to any physical redevelopment activity in Tidewater Gardens to ensure minimum disruption to residents.
- 1.3.1b Establish clear benchmarks for measuring the success of the Human Capital Plan.
- 1.3.1c Launch and maintain a communications and outreach effort that includes:
  - Holding special events to formally launch the Human Capital Plan;
  - Publicizing the range of services available to residents in the community; and
  - Reaffirming and communicating the range of programs, initiatives and strategies for residents – employment, program benefits, participation, etc.



**Figure 3.2.** Partnerships needed to develop a human capital plan to address the needs of public housing residents.



**Figure 3.3.** Human Capital Plan Development Model.



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### **Outcome 1.3.2. Quality Family-Based Case Management.**

#### **Actions**

- 1.3.2a Develop a family-based case management model that may involve outsourcing as a part of the Human Capital Plan that ensures that each family member can be successful during and after relocation, regardless of whether the family chooses to return to the newly redeveloped site or not.
- 1.3.2b Identify funding for case management.
- 1.3.2c Assign each family case manager who is responsible for:
  - Conducting family inventory and assessment (identifying family assets, needs and issues);
  - Developing individualized Family Action Plans (outlining goals, strategies and action steps);
  - Connecting or referring families to resources and services by helping families apply for services for which they are eligible;
  - Acting as a broker, coach and support by coordinating with other subsidy programs (TANF, CHIP, food stamps, etc);
  - Assisting families on the path to greater economic self-sufficiency, focusing on specific and achievable outcomes;
  - Tracking families over time; and,
  - Providing families/community with access to data on program progress and outcomes.

### **Outcome 1.3.3. Tenant relocation that is sensitive to the needs of Tidewater Gardens residents while complying with all legal requirements.**

#### **Actions**

- 1.3.3a Prepare a strategy to ensure that all affected Tidewater Gardens families are treated fairly, relocated responsibly and have access to relocation and transition support. This strategy should include the following:
  - Seeking out and incorporating the views and preferences of impacted residents regarding relocation;
  - Providing families and individuals with a choice of quality, appropriate and healthy relocation options to the maximum extent possible;
  - Ensuring that the vast majority of families and individuals will not be required to relocate multiple times involuntarily;
  - Ensuring that school-age children's education is minimally disrupted by the relocation process;
  - Providing individuals and families with transitional and mobility counseling and supportive services both before and after their relocation; and
  - Ensuring that all individuals and families have access to information about supportive services.
- 1.3.3b Develop a detailed relocation plan describing the rules and policies for relocation as well as re-occupancy of the redeveloped Tidewater Gardens. This relocation plan must be



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submitted to the U.S. Department of Housing and Urban Development (HUD) and conform to the following principles and factors:

- The Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended (URA);
  - Section 18 of the Housing Act of 1937;
  - The welfare of impacted public housing residents; and
  - The budget limits on NRHA's resources.
- 1.3.3c Coordinate implementation of the relocation plan with the phasing plan (see Unifying Strategy—Partnerships, Financing and Phasing).
- 1.3.3d Provide advance support for Tidewater Gardens households in preparation for relocation and return.

#### **Outcome 1.3.4. Creation of a Comprehensive Workforce Development Strategy.**

##### **Actions**

- 1.3.4a Include a Comprehensive Workforce Development Strategy in the Human Capital Plan, helping residents gain the skills they need to find employment, retain a job, advance to better jobs and increase household income from wages. The Comprehensive Workforce Development Strategy should include:
- Work readiness preparation;
  - Basic employment services;
  - Hard-skills and technical training;
  - Transitional jobs (on-the-job training and experience for individuals with little or no employment histories);
  - Literacy and adult basic education (integrated with workforce training);
  - Programs and services to eliminate barriers to employment (affordable childcare, clothing assistance, transportation assistance, driver's license expungement and recovery, etc.);
  - Workforce Investment Act programs and employment training;
  - 'Green job' initiatives;
  - Sector-based training at Tidewater Community College; and,
  - Section 3 employment and contracting.
- 1.3.4b Ensure that current residents of Tidewater Gardens who are qualified are given the opportunity to be employed in construction, property management and administration during the redevelopment effort through development of a Section 3 Plan. Such a plan can communicate employment and contracting expectations for residents and local hires to developers and partners. It should incorporate the following specific and measurable benchmarks:
- Hiring and contracting expectations;
  - Training expectations for Section 3 businesses; and,
  - Directing a recruitment and communications plan.





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### Outcome 1.3.5. Creation of a Comprehensive Education and Youth Development Initiative.

#### Actions

- 1.3.5a Develop a Comprehensive Education and Youth Development Initiative as a part of the Human Capital Plan, including the following elements:
  - Early Head Start;
  - Head Start;
  - High school graduation;
  - College preparation, enrollment and graduation;
  - Youth employment; and
  - Youth leadership academy.
- 1.3.5b Collaborate with a network of social services providers to ensure that an array of supportive services are available for the adults and children who are participating in the Comprehensive Education and Youth Development Initiative.

### Outcome 1.3.6. Promotion of comprehensive health and wellness.

#### Actions

- 1.3.6a Ensure that comprehensive health programs are integrated into the Human Capital Plan to address the health needs of current and future residents.
- 1.3.6b Locate fitness opportunities, such as outdoor recreational space, sidewalks and paths throughout the St. Paul's area.



*Comprehensive health programs are a part of the Human Capital Plan.*

### Outcome 1.3.7. Leveraging of existing partnerships and resources.

#### Actions

- 1.3.7a Seek partners and enter into memoranda of understanding with them to prioritize outreach and delivery of services to residents.
- 1.3.7b Assess the need for additional services and respond appropriately.
- 1.3.7c Consider hiring a fund developer to identify and capture critical funding and other resources necessary to implement this plan.
- 1.3.7d Seek new resources to fill critical gaps where supportive services may be unavailable in the community.



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### **Outcome 1.3.8. Resources that enhance the quality of life for all residents.**

#### **Actions**

- 1.3.8a Support the development of a range of commercial opportunities that would be attractive to all residents.
- 1.3.8b Locate public parks and plazas throughout the area (see action 2.1.1a).
- 1.3.8c Develop parking requirements for St. Paul's that reflect the most current research on parking in urban settings.
- 1.3.8d Create a walkable environment in St. Paul's by developing "complete streets" (see outcome 2.3.4 and associated actions).



## Theme Two: Establish a Strong Sense of Place

### Overview

High-quality design of buildings and the public spaces among them is critical to ensuring the strong, unique and walkable sense of place desired in St. Paul's. This sense of place in turn will be instrumental in achieving community goals, as well as attracting the prime development market opportunities that have been highlighted for St. Paul's.

### Goal 2.1. Provide recreation and open space opportunities.

Public parks and plazas can play an important role as shared destinations for the diverse community of St. Paul's and Downtown Norfolk generally, building a common sense of place. They should also serve the broad variety of recreational activities desired from across the community. They further should serve as prominent visual landscapes and view corridors, and have an important role in addressing stormwater challenges.

#### Outcome 2.1.1. Parks and plazas that create a sense of place.

##### Actions

- 2.1.1a Locate parks and plazas throughout the area. The Vision diagram illustrates a general distribution that should be followed in locating these resources, with the largest open space areas located in the Tidewater District (see Map 3.5).
- 2.1.1b Explore opportunities to develop shared recreation facilities and space in the redevelopment of St. Paul's, including Tidewater Park Elementary School.
- 2.1.1c Work with the Hunton YMCA on potential relocation or redevelopment options for their facility, including the potential to share facilities and space



Map 3.5. Potential parks and plazas.





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with other organizations such as Norfolk Public Schools.

- 2.1.1d Program parks or plazas with a variety of active and passive recreational activities that are supported by the space's design and context. While individual parks may be distinguished by a particular set of activities, a broad variety of activities should be accommodated.
- 2.1.1e Design parks and plazas to be readily accessible from a network of sidewalks, as well as transit, bicycles and cars.
- 2.1.1f Utilize signage to emphasize the presence of public spaces.
- 2.1.1g Design the landscape to enhance existing built and natural features, including existing trees where possible.
- 2.1.1h Create dignified park and plaza settings around the historic churches in St. Paul's.
- 2.1.1i Design water features to serve as visual amenities throughout the year, while providing needed stormwater retention capacity. Many communities have stormwater retention ponds that serve as attractive park features and that can accommodate increases in water levels during major storms.



*A retail plaza could be a regional destination in St. Paul's.*

## Goal 2.2. Address stormwater issues.

Improved stormwater management is essential to prevent the chronic flooding that affects much of St. Paul's today.

**Outcome 2.2.1. Necessary stormwater infrastructure is developed and maintained.**



*A stormwater retention pond at Atlantic Station in Atlanta, GA.*



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### Actions

- 2.2.1a Expand the capacity of the existing South Tidewater Drive Trunk Line storm sewer and related pumping facilities currently traversing the area and conveying stormwater from upstream points to the Elizabeth River.
- 2.2.1b Expand stormwater retention capacity within St. Paul's. One potential approach is the creation of retention ponds that are designed as park amenities. Initial studies suggest a total pond surface area of approximately 2 acres would achieve sufficient retention. Retention ponds should be located at relatively high elevations to maximize depth above groundwater level – while also receiving stormwater runoff from higher-elevation areas.
- 2.2.1c Utilize the value of publicly-owned redevelopment sites in St. Paul's to help finance needed stormwater infrastructure.

### Outcome 2.2.2. “Green design” is utilized in the development of stormwater infrastructure.

### Actions

- 2.2.2a Encourage the installation of green roofs on buildings whenever possible to decrease run-off.
- 2.2.2b Use rain gardens, bioswales and/or similar facilities in public streets and parks to enable increased stormwater infiltration directly into the ground.

### Outcome 2.2.3. Stormwater and flood issues in St. Paul's are addressed in coordination with citywide initiatives.

### Actions

- 2.2.3a Coordinate stormwater and flooding initiatives in St. Paul's with citywide initiatives.
- 2.2.3b Address tidal flooding through comprehensive strategies focused more broadly on the city as a whole.



*Green roofs help retain stormwater and serve as roof gardens.*





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### Goal 2.3. Improve community form through site placement, massing and other design aspects of buildings that address their urban setting.

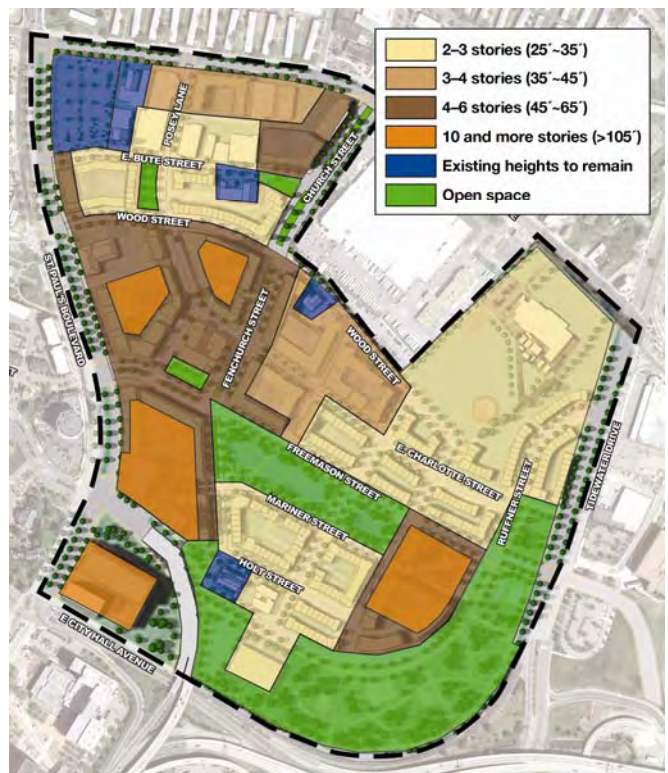
#### Outcome 2.3.1. Building form that addresses its urban setting.

##### Action

- 2.3.1a Implement design guidelines that consider the following elements (see Appendix C):
- Site placement that enriches the urban character of adjacent streets and other public spaces;
  - Massing and height that supports a comfortable, walkable street environment, preserves priority view corridors, and creates architectural interest (see Map 3.6);
  - Ground floor transparency and retail accommodation that encourages walkability; and
  - Articulation of scale and proportion that fits in Norfolk's built landscape and invites people to enjoy the public spaces around it.



*New buildings should be compatible with churches in scale and other design aspects.*



**Map 3.6.**  
*Recommended massing  
and heights in St. Paul's.*





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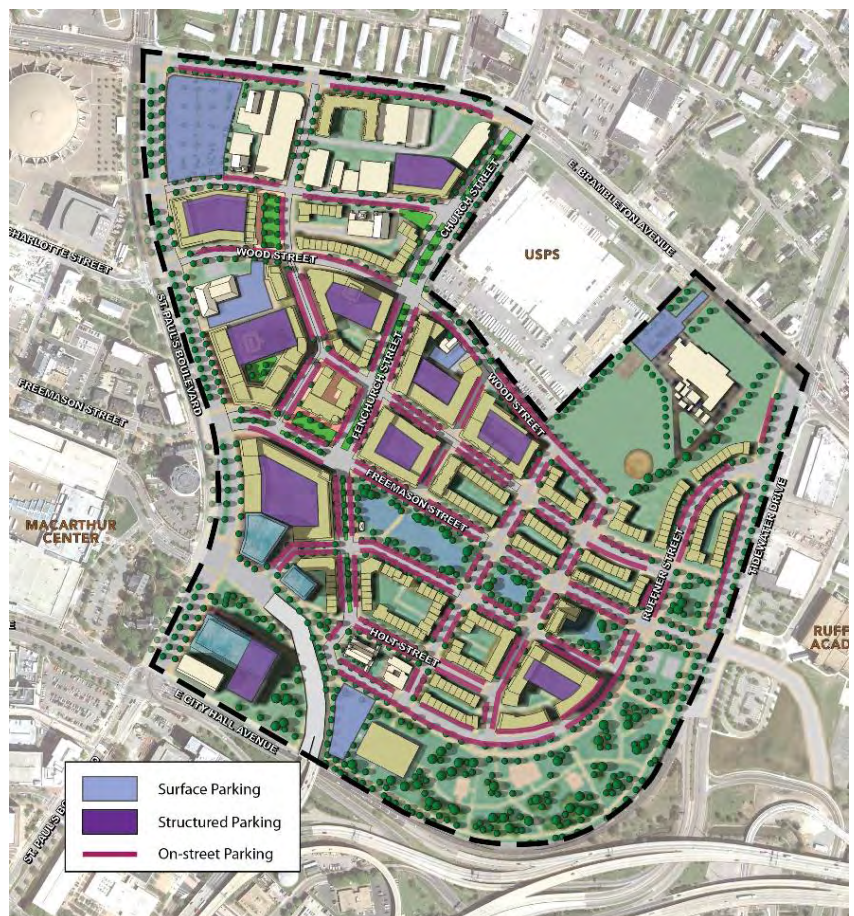
### Outcome 2.3.2. Sufficient off-street parking, without the over-provision of parking.

#### Actions

- 2.3.2a Develop parking requirements for St. Paul's that reflect the most current research on parking in urban settings, undertaken by the Institute of Transportation Engineers, in order to optimize the cost- and land-efficiency of parking, while also encouraging shared parking opportunities.
- 2.3.2b Locate parking facilities in the interior of the block, with parking wrapped by active uses such as retail or residential.
- 2.3.2c Create safe, convenient walking routes between parking and a variety of destinations to encourage "park once" opportunities in St. Paul's.



Structured parking lined with housing.



**Map 3.7.**  
Recommended  
parking locations.

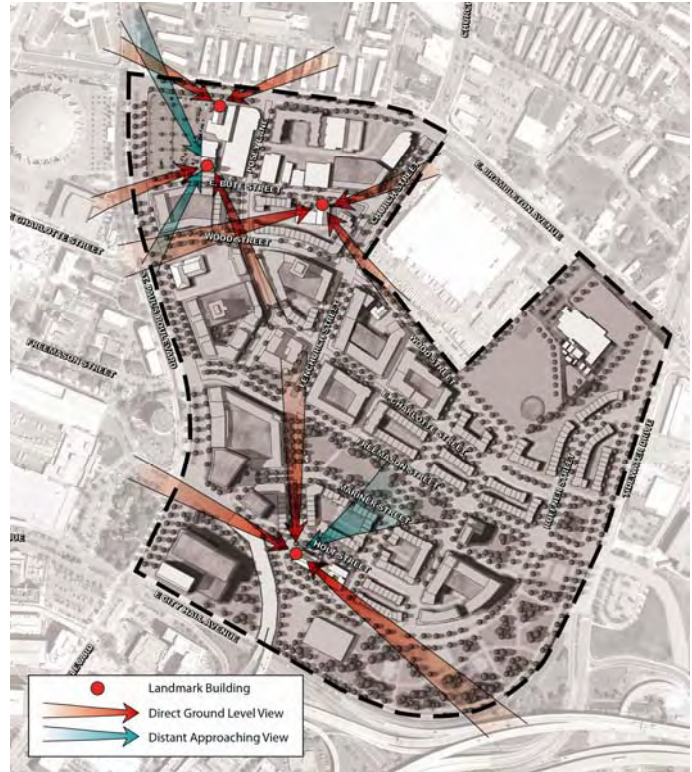


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### Outcome 2.3.3. Churches and civic buildings are embraced as landmarks and destinations.

#### Actions

- 2.3.3a Protect historic church buildings from damage by construction activities associated with redevelopment by requiring that developers use current techniques to protect these structures, including ongoing communications with the affected properties.
- 2.3.3b Include the protection of view corridors that highlight the historic churches in the revised zoning regulations, controlling height and the location of open space (see Map 3.8).
- 2.3.3c Expand the Cannonball Trail programs to acknowledge the significance of the historic churches, as well as the significance of historic Church Street, and revise the Trail brochures to extend into St. Paul's.
- 2.3.3d Locate a prominent entrance and access to either a redeveloped or reconfigured Tidewater Park Elementary School from the interior of the neighborhood, with the school's sports and recreation facilities located so that they form part of the neighborhood park network.



**Map 3.8.** Important view corridors to protect views to landmark church buildings.

### Outcome 2.3.4. Streets in St. Paul's reflect an urban scale network of "complete streets."

#### Actions

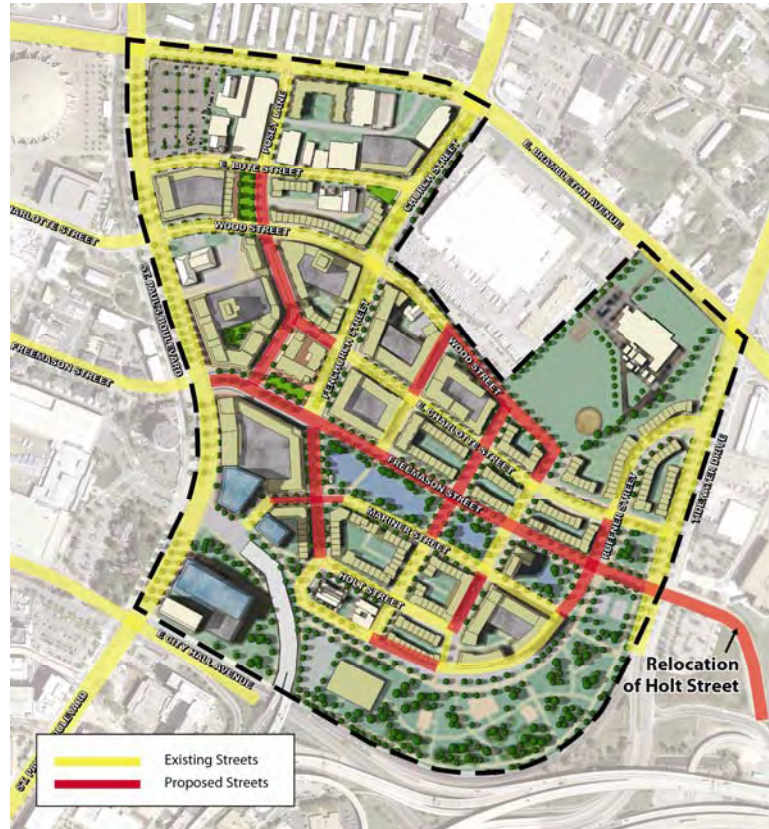
- 2.3.4a Create a new public street pattern to break down internal superblocks into well-scaled blocks that ideally measure no more than 500 feet on each side, and less where possible (see Map 3.9).
- 2.3.4b Accommodate a variety of transportation options conveniently and safely.





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- 2.3.4c Provide bus shelters at bus stops serving at least 50 passengers a day that provide information, as well as seating and weather protection.
- 2.3.4d Require bicycle racks at convenient locations.
- 2.3.4e Provide benches and other street furniture to ensure opportunities for pedestrians to enjoy the street as a public space.
- 2.3.4f Utilize street trees and other vegetation to soften the edge of the street and provide shade.
- 2.3.4g Utilize medians to enhance the appearance and distinction of broader streets, while helping pedestrians cross the street.
- 2.3.4h Design and install lighting for pedestrians.
- 2.3.4i Evaluate the potential for undergrounding overhead utilities.
- 2.3.4j Use wayfinding signage to identify the unique identities of each neighborhood and district as well as communicate district information.



**Map 3.9.** Existing and proposed streets.

### Outcome 2.3.5. Art is incorporated into the public realm.

#### Action

- 2.3.5a Provide opportunities for public art to add visual and cultural interest, offering opportunities for community members to express individual and collective identity and help shape their own environment.





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## Theme Three: Connect to the City

### *Overview and goals*

The development of Tidewater Gardens, Downtown Plaza, Tidewater Park Elementary School and the U.S. Postal Service facility created several large “superblocks” that interrupt the urban fabric with abrupt changes of development character, impractical walking distances, and difficult wayfinding by car.

Revitalizing St. Paul's will depend on making new access connections to adjacent areas on all sides and overcoming the isolation caused primarily by its ring of high-traffic roadways. These new connections need to provide a range of convenient and safe mobility choices, with appealing pedestrian connections foremost among them. Improved walkability, including improved transit in St. Paul's, should go hand-in-hand with improved access to light rail and other transit services within walking distance of St. Paul's. Improved bicycle facilities should be added for everyday mobility and recreation. Finally, access should be enhanced with easier wayfinding.

### *Goal 3.1. Reconnect missing links.*

#### **Outcome 3.1.1. Improved connections at the perimeter of St. Paul's.**

##### **Actions**

- 3.1.1a Undertake a series of intersection improvements, including the addition of new signalized intersections at appropriate intervals, to eliminate dangerous pedestrian crossings and help moderate traffic speed. Priority locations for consideration for traffic signals include:
  - Tidewater Drive and Freemason Street (extended), enabling direct connection to the waterfront via a relocated Holt Street, and recasting the character of Tidewater Drive as a City street rather than a highway ramp.
- 3.1.1b Maintain access into St. Paul's at unsignalized intersections through “right-in, right-out” turning movements.
- 3.1.1c Monitor traffic patterns on the redesigned street network to look for opportunities to minimize cut-through traffic and to ensure safe walkability.
- 3.1.1d Work with Norfolk Public Schools to explore the potential relocation of Holt Street (which would require the relocation or redesign of Ruffner Middle School's existing sports and recreation fields and parking), including undertaking design studies to develop an alternative that acceptably retains or relocates these facilities while also improving access to the waterfront area and transit station at Harbor Park (see Map 3.9).

#### **Outcome 3.1.2. Improved transit access and services.**

##### **Actions**

- 3.1.2a Improve or create walkable connections to the 3 light rail stations closest to St. Paul's.
- 3.1.2b Evaluate and adjust bus service and routing options serving the St. Paul's area.



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- 3.1.2c Explore the feasibility of locating a Downtown bus transfer facility within the St. Paul's Area.
- 3.1.2d Provide bus shelters at bus stops serving at least 50 passengers a day that provide information, as well as seating and weather protection.
- 3.1.2e Explore the potential for light rail service within St. Paul's in order to utilize the Church Street right-of-way or St. Paul's Boulevard for a northern extension of the Tide.

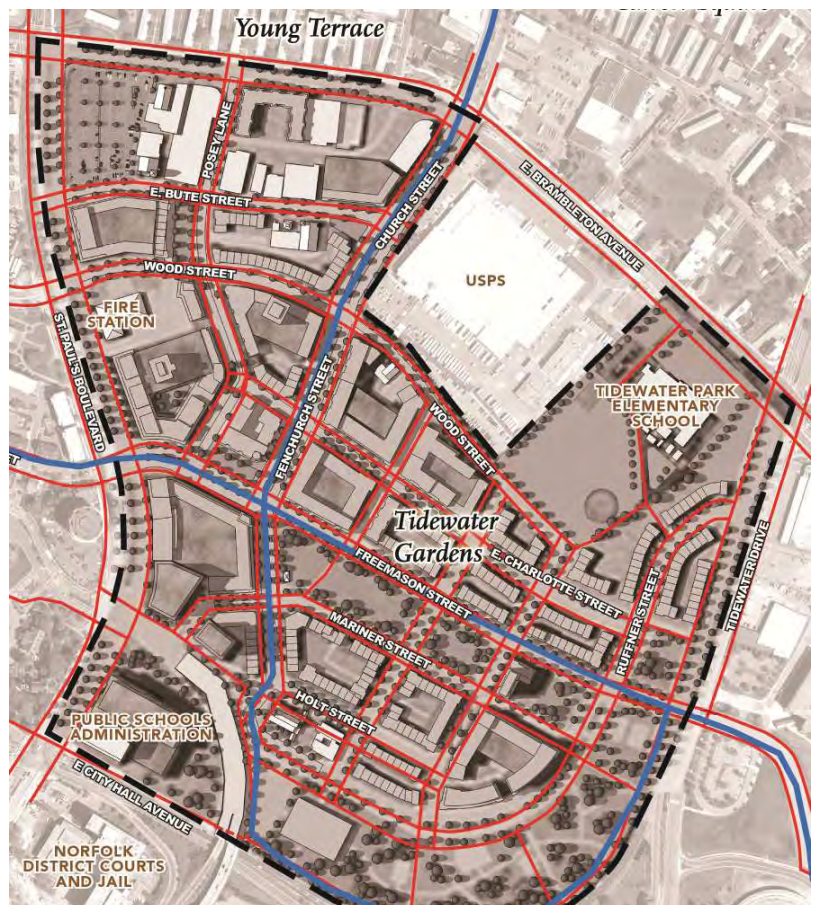


Map 3.10. Future bus transfer facility in St. Paul's.

### Outcome 3.1.3. A bicycle access network for everyday transportation and recreation.

#### Actions

- 3.1.3a Incorporate bike lanes along the Church/Fenchurch Streets and Freemason Street corridors (in blue on Map 3.11).
- 3.1.3b Incorporate recreation paths accommodating bicycling into the open space in the Tidewater and Central Residential Districts (in blue on Map 3.11).
- 3.1.3c Develop a connection to the Elizabeth River Trail via a connection along the relocated Holt Street or elsewhere under I-264.



Map 3.11. Create a bicycle access network (in blue) and improve sidewalk conditions and connections (in red).





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- 3.1.3d Alert drivers to the presence of bicycles with pavement markings and signage. Dedicated bike lanes and lanes shared by vehicles and bicycles along designated bike —“sharrows”— should each have distinct pavement markings. Signs should alert drivers at crossings of bike lanes and multipurpose paths.
- 3.1.3e Amend the Zoning Ordinance to require bike racks at appropriate locations.
- 3.1.3f Encourage changing rooms and showers and bicycle storage lockers at places where longer-term safe storage of bicycles is desired.

### Goal 3.2. Remove barriers to pedestrian mobility.

#### Outcome 3.2.1. A safe and inviting walking environment.

##### Actions

- 3.2.1a Design and implement a continuous network of sidewalks wide enough to accommodate frequent passage of pedestrians. (See Map 3.11)
- 3.2.1b Develop pedestrian crossings (see Map 3.12), emphasizing that pedestrians should be encouraged to cross at the primary pedestrian crossings, located away from the busiest vehicular intersections (the secondary pedestrian crossings).



**Map 3.12.** Primary (in orange) and secondary (in yellow) pedestrian-crossing improvements.

- Primary pedestrian crossings:
  - St. Paul's Boulevard and Freemason Street (extended);
  - St. Paul's Boulevard and Wood Street;
  - St. Paul's Boulevard and Bute Street;





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- Brambleton Avenue and Posey Lane;
- Brambleton Avenue and Church Street; and
- Tidewater Drive and Holt Street (realigned).
- Secondary pedestrian crossings:
  - St. Paul's Boulevard and City Hall Avenue;
  - St. Paul's Boulevard and Market Street;
  - St. Paul's Boulevard and Brambleton Avenue; and
  - Brambleton Avenue and Tidewater Drive.

*Improved crosswalks at St. Paul's Boulevard and Bute Street with new mixed-use development.*



- 3.2.1c Develop safe and inviting pedestrian connections by incorporating:
  - Crosswalks developed with surface material that clearly defines the realm of the pedestrian, with convenient signals, low traffic speeds and short curb-to-curb walking distances.
  - Sidewalks with street trees and/or on-street parking separating pedestrians from traffic, with adequate width, paving, street furniture and lighting that is functional and human-scaled, and building programming and design that keeps pedestrians visible and interested in their surroundings.
- 3.2.1d Develop connections to the Harbor Park light rail station along relocated Holt Street, or elsewhere under the Interstate, to provide safe pedestrian access (see Map 3.9).
- 3.2.1e Ensure safe pedestrian connections to any major new transit facilities located in St. Paul's.



## Unifying Strategy—Partnerships, Financing and Phasing

Implementation of this plan will rely on multiple partnerships, aggressive and adequate financing, and feasible phasing strategies to be successful. This strategy ties together the actions outlined in the three previous themes and guides the plan through implementation.

### *I. Develop Partnerships to facilitate plan implementation.*

#### **Actions**

- I.A **Establish developer partnerships.** Mixed-income housing developers and management entities need to understand the amenities desired by each household income level; design approaches consistent with walkable, mixed-use neighborhood settings; and after occupancy, pursue management strategies capable of addressing the differing service needs of various household income levels. The developer-selection process should look nationally for specific expertise in mixed-income development, and it should include developers familiar with funding sources in Virginia.
- I.B **Determine the preferred approach to choosing developer partners,** including whether or not one developer will be solicited to act as a master developer. It may be desirable to pair developers who have mixed-income housing expertise with developers who offer other important areas of expertise, such as retail, high-end housing, local experience, or the coordinating role of master developer.
- I.C **Consider pursuing development of the Downtown Plaza site as a priority** by preparing and issuing requests for development proposals. An initial round of requests for qualifications could serve as useful to test market interest and target the capable developers needed.
- I.D **Foster cooperation and coordination among public and private partners.** Redevelopment in St. Paul's will require the cooperation of multiple public and private entities. This is not simply a practical necessity; it will help build lasting partnerships that will support St. Paul's ultimate success as a diverse and interactive community. Important actions to nurture partnerships include:
  - Coordinating City-NRHA implementation actions and responsibilities;
  - Reaching out to existing and potential businesses;
  - Communicating with and supporting residents affected by public housing redevelopment;
  - Creating or strengthening community partnerships with Norfolk Public Schools, the Hunton YMCA, churches, and others;
  - Involving the broader community in plan implementation;
  - Reaching out to adjacent neighborhoods and their organizations; and
  - Developing partnerships with the developers and property owners who will be instrumental in building and managing new facilities.



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## *II. Create a development program that outlines necessary infrastructure and determining funding needs.*

### Actions

- II.A **Confirm the preferred engineering approach(es) to stormwater management**, including the timing and location of land needed.
- II.B **Engineer necessary street/infrastructure improvements** and determine costs.
- II.C **Develop cost estimates for the proposed housing program.**

## *III. Create a feasible financial strategy.*

### Action

- III.A **Identify and pursue potential project funding.** Construction and management costs are such that new public housing depends on a significant level of capital subsidy. Newly-built workforce housing (geared to households earning 80% to 120% of Area Median Income) also usually requires some subsidy, though to a lesser extent. Some of the most common sources of housing subsidy nationwide include:
  - HUD capital grant funding such as through the Choice Neighborhoods Program and housing-replacement factor funds.
  - Low-income housing tax credits (LIHTC) issued by the State.
  - Internal project subsidies, under which market-rate unit proceeds help subsidize below-market rate units.
  - City contributions, such as for infrastructure.Most mixed-income developments combine a variety of funding sources. NRHA and private developers should draw upon expertise in the field of mixed-income, mixed-finance development to ensure the viability of the proposed strategy.

## *IV. Develop a Feasible Phasing Strategy.*

The dynamics of time, land availability and funding significantly affect the success of major redevelopment projects like St. Paul's. Phasing of redevelopment in St. Paul's deserves careful planning, as it will be affected by complex factors. The diagrams on pages 89-90 illustrate one sequence in which phasing could occur.

### Actions

- IV.A **Ensure the welfare of Tidewater Gardens residents through the relocation and redevelopment process.** Prime considerations include:
  - Confirming that Tidewater Gardens residents have suitable places to live during redevelopment. NRHA anticipates many households may need to relocate temporarily to other public housing facilities in the city during redevelopment;
  - Determining if the Tidewater Gardens site is developed in phases;
    - Redeveloping the site all at once would likely save construction time and cost, save residents from the nuisance of living next to ongoing construction, and could heighten market interest in new development.





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- Redeveloping the site in several phases may make resident relocation within the NRHA portfolio more feasible, broaden relocation choices available to households, and correspond better with the pace of redevelopment finance, design and construction.
  - Confirming the number and demographic profiles of Tidewater Gardens households likely to return to the redeveloped site. While all existing public housing units will be replaced on a one-for-one basis, not all existing households will necessarily seek to return; and
  - Confirming the timing and amounts of funding available for public housing redevelopment.
- IV.B **Consider the impact of market conditions on private-sector development interests.** Factors affecting this include:
- Leveraging high land value potential to help finance new infrastructure and/or other redevelopment costs throughout St. Paul's;
  - Pacing market-rate housing development to match market absorption rates. Annual delivery of housing units should have a quantity and variety in line with the likely profile of annual demand; and
  - Understanding that comprehensive redevelopment of Tidewater Gardens will be integral to St. Paul's redevelopment. Without visible progress on replacing Tidewater Gardens, developers are unlikely to move forward with substantial commitments to redevelopment of the Downtown Plaza site.
- IV.C **Provide needed infrastructure.** Prime considerations include:
- Obtaining the land and funding required for stormwater improvements in time to accommodate significant redevelopment;
  - Completing street improvements that enhance walkability. Near-term improvements, particularly along St. Paul's Boulevard, play an important role in setting the stage for later redevelopment phases; and
  - Using surface parking instead of structured parking to serve new development on an interim basis. While ultimate development densities will require structured parking, initial development stages may have adequate adjacent land available to rely on surface parking. Interim surface parking must be designed and located to minimize negative impacts on development character, and to facilitate future redevelopment with structured parking and higher-value land use.



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### Potential Redevelopment Phasing Sequence

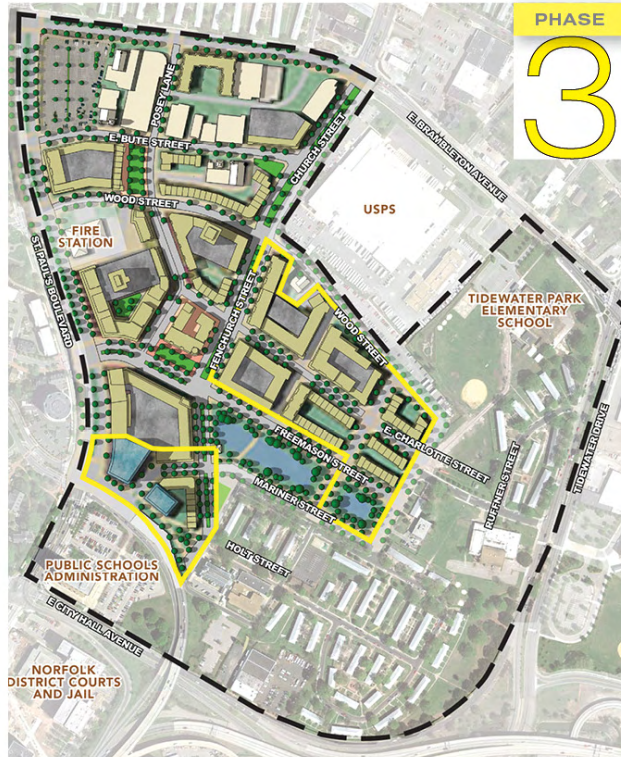


Map 3.13. Phasing Plan (existing through Phase 2).





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Map 3.14. Phasing Plan (Phase 3 through Phase 5).







## Implementation

The following matrix summarizes action items and the entities responsible for them. Its organization reflects the specific strategies outlined in Chapter 3, and it includes timeframes and approximate cost ranges for each action. In addition, the Comments column includes important cross-references among strategies that should be addressed in a coordinated manner.

The timeframe divides actions into four categories:

- Ongoing  
*Routine and continuous with no specified end date*
- Immediate  
*Complete within 3 years*
- Short-Term  
*Completed within 3 to 5 years*
- Mid-Term  
*Completed within 5 to 8 years*
- Long-Term  
*Will take longer than 8 years to complete*

Note that the timeframes are for **completion** of an action, not its initiation. Many actions will begin sooner but will not be complete until the entire plan is complete. For example, developing pedestrian crossings will begin in the short-term but will not be complete until the long-term.

Cost categories are:

- Existing resources
- Up to \$100,000
- \$100,000 to \$1 million
- Over \$1 million
- Several million



ST. PAUL'S • AREA PLAN

**Figure 3.4. Implementation Matrix.**

IMPLEMENTATION ITEM	ACTION	LEAD RESPONSIBILITY	TIMEFRAME FOR COMPLETION	COST CATEGORY	COMMENTS	
Theme One: Create a Neighborhood						
GOAL 1.1. REPLACE PUBLIC HOUSING UNITS ON A ONE-FOR-ONE BASIS.						
Outcome 1.1.1. <i>Tenant relocation that is sensitive to the needs of Tidewater Gardens residents while complying with all legal requirements.</i>	1.1.1a	Prepare a strategy to ensure that all affected Tidewater Gardens families are treated fairly, relocated responsibly and have access to relocation and transition support.	NRHA	Immediate	Up to \$100,000	These actions also addressed by Outcome 1.3.3 (see Unifying Strategy--Partnerships, Financing and Phasing).
	1.1.1b	Develop a detailed relocation plan describing the rules and policies for relocation as well as re-occupancy of the redeveloped Tidewater Gardens.	NRHA	Immediate	Up to \$100,000	
	1.1.1c	Coordinate implementation of the relocation plan with the phasing plan.	NRHA	Long-Term	\$100,000 to \$1 million	
	1.1.1d	Provide advance support for Tidewater Gardens households in preparation for relocation and return.	NRHA	Immediate	Up to \$100,000	
Outcome 1.1.2. <i>A public housing unit mix matching the anticipated demographic profile of future public housing households in St. Paul's.</i>	1.1.2a	Confirm the demographic profiles of households seeking to relocate to a redeveloped St. Paul's.	NRHA	Immediate	Existing	Once the demographic profile is completed, the plan should be refined to reflect a housing mix meeting the identified needs. That mix will need to be re-evaluated in future phases.
	1.1.2b	Develop a financial strategy for the redevelopment and one-for-one replacement of public housing units that includes pursuit of possible public funding sources.	NRHA	Immediate	Up to \$100,000	
	1.1.2c	Ensure an adequate number of units with access to outdoor space for households with children.	NRHA, Planning and Community Development	Short-Term	Existing	
GOAL 1.2. ADDRESS ECONOMIC SEGREGATION BY ENABLING PEOPLE TO LIVE, WORK, LEARN, SHOP AND PLAY IN ST. PAUL'S AS PART OF A MIXED-USE, MIXED-INCOME NEIGHBORHOOD.						
Outcome 1.2.1. <i>A mix of uses that expands choice and reinforces a sense of place, safety, and value.</i>	1.2.1a	Update the land use designations shown on the Future Land Use Map of the General Plan.	Planning and Community Development	Immediate	Existing	Tied to 1.2.3a, 1.2.3b, 1.2.3c and 1.2.3d.
	1.2.1b	Determine appropriate zoning districts for use in the districts that conform to the goals of this plan, working with property-owners, developers, businesses, and residents.	Planning and Community Development	Immediate	Existing	Tied to 1.2.3a, 1.2.3b, 1.2.3c, 1.2.3d, 1.2.4c and 2.3.3b.
Outcome 1.2.2. <i>Housing units — mixed by type and affordability — that are responsive to the anticipated market demand.</i>	1.2.2a	Develop and implement phasing plans that provide for development that includes approximately equal amounts of public, workforce and market-rate housing.	NRHA, Planning and Community Development, Development	Long-Term	Several million	Develop phasing plans in Short-Term and implementation in Long-Term.
	1.2.2b	Develop strategies to encourage workforce housing in development proposals.	Development, NRHA	Immediate	Existing	
	1.2.2c	Support the development of range of housing unit sizes and finishes to encourage a broad range of market appeal.	Development, NRHA, Planning and Community Development	Ongoing	Existing	
	1.2.2d	Utilize design guidelines for housing that will reinforce neighborhood character across St. Paul's and its individual districts.	NRHA, Planning and Community Development	Ongoing	Existing	This action is addressed by 2.3.1a.
	1.2.2e	Encourage development proposals to include provisions for rental as well as for-sale housing in order to maximize market capture potential.	Development	Immediate	Existing	

\* Cost for this action included in another action as noted under comments.

\*\* Cost for this action will be part of citywide initiative.



**Figure 3.4. Implementation Matrix.**

IMPLEMENTATION ITEM		ACTION	LEAD RESPONSIBILITY	TIMEFRAME FOR COMPLETION	COST CATEGORY	COMMENTS
<b>Outcome 1.2.3. An appropriate mix of nonresidential uses that is responsive to market demand.</b>	<b>1.2.3a</b>	Provide opportunities for both regional and neighborhood-oriented retail.	Planning and Community Development, Development	Ongoing	Existing	This action is addressed by 1.2.1a and 1.2.1b.
	<b>1.2.3b</b>	Support the development of a range of commercial opportunities that would be attractive to all residents.	Planning and Community Development, Development	Ongoing	Existing	This action addressed by 1.2.1a and 1.2.1b.
	<b>1.2.3c</b>	Concentrate office development in the Market Street Business and Upper St. Paul's districts, encouraging the incorporation of ground-floor retail uses wherever possible.	Planning and Community Development	Ongoing	Existing	This action addressed by 1.2.1a and 1.2.1b.
	<b>1.2.3d</b>	Concentrate retail development on higher value locations within St. Paul's, such as the former Downtown Plaza site, to finance necessary infrastructure and redevelopment costs.	Planning and Community Development	Ongoing	Existing	Tied to 1.2.1a and 1.2.1b.
	<b>1.2.3e</b>	Develop parking requirements for St. Paul's that reflect the most current research on parking in urban settings.	Planning and Community Development	Immediate	Existing	This action is addressed by 2.3.2a.
	<b>1.2.3f</b>	Utilize design guidelines for retail uses that ensure these uses are fully integrated into a walkable mixed-use, urban environment.	Planning and Community Development	Ongoing	Existing	This action is addressed by 2.3.1a.
<b>Outcome 1.2.4. Existing landmarks that are embraced and enhanced.</b>	<b>1.2.4a</b>	Encourage existing business uses, particularly in the Upper St. Paul's District, to remain, while recognizing that property owners may pursue redevelopment opportunities in the future.	Development	Ongoing	Existing	
	<b>1.2.4b</b>	Protect historic church buildings from damage by construction activities associated with redevelopment.	Planning and Community Development	Ongoing	Existing	This action is addressed by 2.3.3a.
	<b>1.2.4c</b>	Include the protection of view corridors that highlight the historic churches in the revised zoning regulations, controlling height and the location of open space.	Planning and Community Development	Immediate	Existing	This action is addressed by 1.2.1b.
	<b>1.2.4d</b>	Work with churches in St. Paul's to ensure adequate parking throughout the redevelopment process.	Planning and Community Development	Ongoing	Existing	
	<b>1.2.4e</b>	Evaluate and address the need for a redeveloped Tidewater Park Elementary School.	Norfolk Public Schools	Long Term	Several million	
	<b>1.2.4f</b>	Locate a prominent entrance and access to either a redeveloped or reconfigured Tidewater Park Elementary School from the interior of the neighborhood.	Norfolk Public Schools	Short-Term	*	This action is addressed by 2.3.3d. Phasing plan may dictate a later timeframe.
<b>Outcome 1.2.5. Capable development expertise is utilized.</b>	<b>1.2.5a</b>	Issue Requests for Proposals for development of City-owned land, looking nationally for specific expertise in mixed-income development, including developers familiar with funding sources in Virginia.	Development	Short-Term	Existing	

\* Cost for this action included in another action as noted under comments.

\*\* Cost for this action will be part of citywide initiative.

**Figure 3.4. Implementation Matrix.**

IMPLEMENTATION ITEM		ACTION	LEAD RESPONSIBILITY	TIMEFRAME FOR COMPLETION	COST CATEGORY	COMMENTS
GOAL 1.3. INVEST IN RESOURCES FOR SAFE, HEALTHY, REWARDING LIVING.						
<b>Outcome 1.3.1. A Human Capital Plan that addresses the needs of the current and future public housing residents of St. Paul's.</b>	1.3.1a	Prepare a Human Capital Plan that can be initiated at least 12 months prior to any physical redevelopment activity in Tidewater Gardens.	NRHA	Immediate	Up to \$100,000	Tied to 1.3.2a, 1.3.2b, 1.3.4a, 1.3.4b, 1.3.5a and 1.3.6a.
	1.3.1b	Establish clear benchmarks for measuring the success of the Human Capital Plan.	NRHA	Immediate	Existing	
	1.3.1c	Launch and maintain a communications and outreach effort.	NRHA	Ongoing	Up to \$100,000	
<b>Outcome 1.3.2. Quality Family-Based Case Management.</b>	1.3.2a	Develop a family-based case management model that may involve outsourcing as a part of the Human Capital Plan that ensures that each family member can be successful during and after relocation.	NRHA	Immediate	*	These actions are addressed by 1.3.1a.
	1.3.2b	Identify funding for case management.	NRHA	Immediate	*	
	1.3.2c	Assign each family a case manager.	NRHA	Immediate	\$100,000 to \$1 million	The actual cost will depend on the number of case managers needed.
<b>Outcome 1.3.3. Tenant relocation that is sensitive to the needs of Tidewater Gardens residents while complying with all legal requirements.</b>	1.3.3a	Prepare a strategy to ensure that all affected Tidewater Gardens families are treated fairly, relocated responsibly and have access to relocation and transition support.	See Outcome 1.1.1			
	1.3.3b	Develop a detailed relocation plan describing the rules and policies for relocation as well as re-occupancy of the redeveloped Tidewater Gardens.				
	1.3.3c	Coordinate implementation of the relocation plan with the phasing plan (see Unifying Strategy—Partnerships, Financing and Phasing).				
	1.3.3d	Provide advance support for Tidewater Gardens households in preparation for relocation and return.				
<b>Outcome 1.3.4. Creation of a Comprehensive Workforce Development Strategy.</b>	1.3.4a	Include a Comprehensive Workforce Development Strategy in the Human Capital Plan.	NRHA	Immediate	*	These actions are addressed by 1.3.1a.
	1.3.4b	Develop a Section 3 Plan.	NRHA	Immediate	*	
<b>Outcome 1.3.5. Creation of a Comprehensive Education and Youth Development Initiative.</b>	1.3.5a	Develop a Comprehensive Education and Youth Development Initiative as a part of the Human Capital Plan.	NRHA, Norfolk Public Schools, Office of Youth and Childhood Development	Immediate	*	This action is addressed by 1.3.1a.
	1.3.5b	Collaborate with a network of social services providers to ensure that an array of supportive services are available.	Human Services	Ongoing	Existing	
<b>Outcome 1.3.6. Promotion of comprehensive health and wellness.</b>	1.3.6a	Ensure that comprehensive health programs are integrated into the Human Capital Plan.	NRHA, Norfolk Public Health	Immediate	*	This action is addressed by 1.3.1a.
	1.3.6b	Locate fitness opportunities, such as outdoor recreational space, sidewalks and paths throughout the St. Paul's area.	Planning and Community Development, Recreation, Parks and Open Space	Long-Term	*	This action is addressed by 2.1.1a.

\* Cost for this action included in another action as noted under comments.

\*\* Cost for this action will be part of citywide initiative.

**Figure 3.4. Implementation Matrix.**

IMPLEMENTATION ITEM		ACTION	LEAD RESPONSIBILITY	TIMEFRAME FOR COMPLETION	COST CATEGORY	COMMENTS
<b>Outcome 1.3.7. Leveraging of existing partnerships and resources.</b>	<b>1.3.7a</b>	Seek partners and enter into memoranda of understanding with them to prioritize outreach and delivery of services to residents.	NRHA	Immediate	Existing	
	<b>1.3.7b</b>	Assess the need for additional services and respond appropriately.	NRHA, Norfolk Public Schools, Human Services, Norfolk Public Health, Office of Youth and Childhood Development	Ongoing	\$100,000 to \$1 million	Cost is dependent on the needed response.
	<b>1.3.7c</b>	Consider hiring a fund developer to identify and capture critical funding and other resources necessary to implement this plan.	NRHA	Immediate	Up to \$100,000	
	<b>1.3.7d</b>	Seek new resources to fund critical supportive services gaps that may be unavailable in the community.	NRHA	Ongoing	Existing	
<b>Outcome 1.3.8. Resources that enhance the quality of life for all residents.</b>	<b>1.3.8a</b>	Support the development of a range of commercial opportunities that would be attractive to all residents.	Planning and Community Development, Development	Ongoing	Existing	This action addressed by 1.2.1a and 1.2.1b.
	<b>1.3.8b</b>	Locate parks and plazas throughout the area.	Planning and Community Development, Recreation, Parks and Open Space	Long-Term	*	This action is addressed by 2.1.1a.
	<b>1.3.8c</b>	Develop parking requirements for St. Paul's that reflect the most current research on parking in urban settings.	Planning and Community Development	Immediate	*	This action is addressed by 2.3.2a.
	<b>1.3.8d</b>	Create a walkable environment in St. Paul's by developing "complete streets." (see outcome 2.3.4 and associated actions).	See Outcome 2.3.4.	See Outcome 2.3.4.	*	This action is addressed by Outcome 2.3.4.
<b>Theme Two: Establish a strong sense of place</b>						
<b>GOAL 2.1 PROVIDE RECREATION AND OPEN SPACE OPPORTUNITIES.</b>						
<b>Outcome 2.1.1. Parks and plazas that create a sense of place.</b>	<b>2.1.1a</b>	Locate parks and plazas throughout the area.	Planning and Community Development, Recreation, Parks and Open Space	Long-Term	Several million	Tied to 1.3.6b, 3.1.3a and 3.1.3b.
	<b>2.1.1b</b>	Explore opportunities to develop shared recreation facilities and space in the redevelopment of St. Paul's.	Recreation, Parks and Open Space, Norfolk Public Schools	Long-Term	*	This action is addressed by 1.2.4e and 2.1.1a.
	<b>2.1.1c</b>	Work with the Hunton YMCA on potential relocation or redevelopment options for their facility, including the potential to share facilities and space with other organizations.	Recreation, Parks and Open Space, Norfolk Public Schools, Hunton YMCA	Long-Term	*	This action is addressed by 1.2.4e and 2.1.1a.
	<b>2.1.1d</b>	Program parks or plazas with a variety of active and passive recreational activities.	Recreation, Parks and Open Space, Festevents	Ongoing	Up to \$100,000	
	<b>2.1.1e</b>	Design parks and plazas to be readily accessible from a network of sidewalks, as well as transit, bicycles and cars.	Recreation, Parks and Open Space	Long-Term	*	This action is addressed by 2.1.1a.
	<b>2.1.1f</b>	Utilize signage to emphasize the presence of public spaces.	Public Works	Long-Term	Up to \$100,000	
	<b>2.1.1g</b>	Design the landscape to enhance existing built and natural features, including trees where possible.	Recreation, Parks and Open Space	Long-Term	Up to \$100,000	Implementation in 2.3.4f.
	<b>2.1.1h</b>	Create dignified park and plaza settings around the historic churches in St. Paul's.	Recreation, Parks and Open Space	Long-Term	*	This action is addressed by 2.1.1a.
	<b>2.1.1i</b>	Design water features to serve as visual amenities throughout the year, while providing needed stormwater retention capacity.	Public Works	Long-Term	*	This action is addressed by 2.2.1b.

\* Cost for this action included in another action as noted under comments.

\*\* Cost for this action will be part of citywide initiative.



**Figure 3.4. Implementation Matrix.**

Implementation Item		Action	Lead Responsibility	Timeframe for Completion	Cost Category	Comments
Goal 2.2: Address Stormwater Issues.						
Outcome 2.2.1. <i>Necessary stormwater infrastructure is developed and maintained.</i>	2.2.1a	Expand the capacity of the existing Tidewater Drive trunk line storm sewer and related pumping facilities.	Public Works	Mid-Term	Several million	Timeframe is dependent on phasing.
	2.2.1b	Expand stormwater retention capacity within St. Paul's.	Public Works	Long-Term	Several million	Tied to 2.1.1i. Timeframe is dependent on phasing.
	2.2.1c	Utilize the value of publicly-owned redevelopment sites in St. Paul's to help finance needed stormwater infrastructure.	Development, Budget	Mid-Term	Existing	
Outcome 2.2.2. <i>"Green design" is utilized in the development of stormwater infrastructure.</i>	2.2.2a	Encourage the installation of green roofs on buildings whenever possible to decrease run-off.	Planning and Community Development	Ongoing	Existing	
	2.2.2b	Use rain gardens, bioswales and/or similar facilities in public streets and parks to enable increased stormwater infiltration directly into the ground.	Public Works	Ongoing	Existing	
Outcome 2.2.3. <i>Stormwater and flood issues in St. Paul's are addressed in coordination with citywide initiatives.</i>	2.2.3a	Coordinate stormwater and flooding initiatives in St. Paul's with citywide initiatives.	Public Works	Long-Term	**	Tied to the strategies implemented by the City to address these issues on a citywide basis.
	2.2.3b	Address tidal flooding through comprehensive strategies focused more broadly on the city as a whole.	Public Works	Long-Term	**	
Goal 2.3: Improve Community Form through Site Placement, Massing and Other Design Aspects of Buildings that Address their Urban Setting.						
Outcome 2.3.1. <i>Building form that addresses its urban setting.</i>	2.3.1a	Implement design guidelines as outlined.	Planning and Community Development, NRHA	Ongoing	Existing	Tied to 1.2.2d and 1.2.3f.
Outcome 2.3.2. <i>Sufficient off-street parking, without over-provision of parking.</i>	2.3.2a	Develop parking requirements for St. Paul's that reflect the most current research on parking in urban settings.	Planning and Community Development	Immediate	Existing	Tied to 1.2.3e.
	2.3.2b	Locate parking facilities in the interior of the block, with parking wrapped by active uses.	Planning and Community Development	Ongoing	Several million	
	2.3.2c	Create safe, convenient walking routes between parking and a variety of destinations to encourage "park once" opportunities in St. Paul's.	Planning and Community Development	Ongoing	Existing	
Outcome 2.3.3. <i>Churches and civic buildings are embraced as landmarks and destinations.</i>	2.3.3a	Protect historic church buildings from damage by construction activities associated with redevelopment.	Planning and Community Development	Ongoing	Existing	Tied to 1.2.4b.
	2.3.3b	Include the protection of view corridors that highlight the historic churches in the revised zoning regulations, controlling height and the location of open space.	Planning and Community Development	Immediate		This action is addressed by 1.2.1b.
	2.3.3c	Expand the Cannonball Trail program to acknowledge the significance of the historic churches, as well as the significance of historic Church Street.	Planning and Community Development	Short-Term	Existing	
	2.3.3d	Locate a prominent entrance and access to either a redeveloped or reconfigured Tidewater Park Elementary School from the interior of the neighborhood.	Norfolk Public Schools	Short-Term	\$100,000 to \$1 million	Tied to 1.2.4f. Phasing plan may dictate a later timeframe.

\* Cost for this action included in another action as noted under comments.

\*\* Cost for this action will be part of citywide initiative.

**Figure 3.4. Implementation Matrix.**

IMPLEMENTATION ITEM		ACTION	LEAD RESPONSIBILITY	TIMEFRAME FOR COMPLETION	COST CATEGORY	COMMENTS
<b>Outcome 2.3.4. Streets in St. Paul's reflect an urban scale network of "complete streets."</b>	<b>2.3.4a</b>	Create a new public street pattern to break down internal superblocks into well-scaled blocks.	Planning and Community Development, Public Works	Long-Term	Several million	Tied to 2.3.4b, 2.3.4g and 3.1.1a. Timeframe will be tied to phasing.
	<b>2.3.4b</b>	Accommodate a variety of transportation options conveniently and safely.	Planning and Community Development, Public Works, HRT	Long-Term	*	This action addressed by 2.3.4a.
	<b>2.3.4c</b>	Provide bus shelters at bus stops serving at least 50 passengers a day that provide information, as well as seating and weather protection.	Hampton Roads Transit	Ongoing	*	This action addressed by 3.1.2d.
	<b>2.3.4d</b>	Require bicycle racks at convenient locations.	Planning and Community Development	Immediate	Existing	Tied to 3.1.3e.
	<b>2.3.4e</b>	Provide benches and other street furniture to ensure opportunities for pedestrians to enjoy the street as a public space.	Recreation, Parks and Open Space	Long-Term	\$100,000 to \$1 million	
	<b>2.3.4f</b>	Utilize street trees and other vegetation to soften the edge of the street and provide shade.	Recreation, Parks and Open Space	Long-Term	\$100,000 to \$1 million	This action is tied to the design determined in 2.1.1e.
	<b>2.3.4g</b>	Utilize medians to enhance the appearance and distinction of broader streets, while helping pedestrians cross the street.	Planning and Community Development, Public Works, Recreation, Parks and Open Space	Long-Term	*	This action addressed by 2.3.4a and 2.3.4f.
	<b>2.3.4h</b>	Design and install lighting for pedestrians.	Public Works	Long-Term	Over \$1 million	
	<b>2.3.4i</b>	Evaluate the potential for undergrounding overhead utilities.	Public Works	Long-Term	Existing	If it is determined that utilities should be undergrounded, the cost will be several million and this will need to be factored into the cost of the new street pattern (2.3.4a).
	<b>2.3.4j</b>	Use wayfinding signage to identify the unique identities of each neighborhood and district as well as communicate district information.	Planning and Community Development, Public Works	Long-Term	Up to \$100,000	
	<b>2.3.4k</b>	Accommodate on-street parking.	Public Works	Long-Term	*	Tied to 2.3.4a.
<b>Outcome 2.3.5. Art that is incorporated into the public realm.</b>	<b>2.3.5a</b>	Provide opportunities for public art to add visual and cultural interest to the public realm.	Planning and Community Development, Cultural Affairs	Long-Term	Over \$1 million	
<b>Theme Three: Connect to the City</b>						
<b>GOAL 3.1. RECONNECT MISSING LINKS.</b>						
<b>Outcome 3.1.1. Improved connections at the perimeter of St. Paul's .</b>	<b>3.1.1a</b>	Undertake a series of intersection improvements, as described.	Public Works	Long-Term	*	This action addressed by 2.3.4a.
	<b>3.1.1b</b>	Maintain access into St. Paul's at unsignalized intersections through "right-in, right-out" turning movements.	Public Works	Ongoing	Up to \$100,000	
	<b>3.1.1c</b>	Monitor traffic patterns on the redesigned street network to look for opportunities to minimize cut-through traffic and to ensure safe walkability.	Public Works	Ongoing	Existing	
	<b>3.1.1d</b>	Work with Norfolk Public Schools to explore the potential relocation of Holt Street.	Planning and Community Development, Public Works, NRHA, Norfolk Public Schools	Immediate	Existing	

\* Cost for this action included in another action as noted under comments.

\*\* Cost for this action will be part of citywide initiative.

**Figure 3.4. Implementation Matrix.**

IMPLEMENTATION ITEM		ACTION	LEAD RESPONSIBILITY	TIMEFRAME FOR COMPLETION	COST CATEGORY	COMMENTS
<b>Outcome 3.1.2. Improved transit access and services.</b>	<b>3.1.2a</b>	Improve or create walkable connections to the 3 light rail stations closest to St. Paul's.	Public Works	Long-Term	*	This action is addressed by 3.2.1b.
	<b>3.1.2b</b>	Evaluate and adjust bus service and routing options serving the St. Paul's area.	Hampton Roads Transit	Ongoing	Existing	
	<b>3.1.2c</b>	Explore the feasibility of locating a Downtown bus transfer facility within the St. Paul's Area.	Hampton Roads Transit	Short-Term	Over \$1 million	
	<b>3.1.2d</b>	Provide bus shelters at bus stops serving at least 50 passengers a day that provide information, as well as seating and weather protection.	Hampton Roads Transit	Ongoing	Up to \$100,000	Tied to 2.3.4c.
	<b>3.1.2e</b>	Explore the potential for light rail service within St. Paul's.	Hampton Roads Transit, Planning and Community Development, Public Works	Mid-Term	Several million	
<b>Outcome 3.1.3. A bicycle access network for everyday transportation and recreation.</b>	<b>3.1.3a</b>	Incorporate bike lanes along the Church/Fenchurch Streets and Freemason Street corridors.	Planning and Community Development, Public Works	Long-Term	*	This action addressed by 2.1.1a and 2.3.4b.
	<b>3.1.3b</b>	Incorporate recreation paths accommodating bicycling into the open space in the Tidewater and Central Residential Districts.	Planning and Community Development, Public Works	Long-Term	*	This action addressed by 2.1.1a.
	<b>3.1.3c</b>	Develop a connection to the Elizabeth River Trail via a connection along the relocated Holt Street or elsewhere under I-264.	Planning and Community Development, Public Works	Long-Term	Several million	Appropriate approach tied to 3.1.1c. Tied to 3.2.1d.
	<b>3.1.3d</b>	Alert drivers to the presence of bicycles with pavement markings and signage.	Public Works	Ongoing	Existing	
	<b>3.1.3e</b>	Amend the Zoning Ordinance to require bike racks at appropriate locations.	Planning and Community Development	Immediate	Existing	This action addressed by 2.3.4d.
	<b>3.1.3f</b>	Encourage changing rooms and showers and bicycle storage lockers at places where longer-term safe storage of bikes is desired.	Planning and Community Development	Ongoing	Existing	
<b>GOAL 3.2. REMOVE BARRIERS TO PEDISTRIAN MOBILITY.</b>						
<b>Outcome 3.2.1. A safe and inviting walking environment.</b>	<b>3.2.1a</b>	Design and implement a continuous network of sidewalks wide enough to accommodate frequent passage of pedestrians.	Planning and Community Development, Public Works	Long-Term	*	This action addressed by 2.3.4a. Timeframe will be determined by 2.3.4a and 2.3.4b.
	<b>3.2.1b</b>	Develop pedestrian crossings, as described.	Public Works	Long-Term		This action addressed by 2.3.4a.
	<b>3.2.1c</b>	Develop safe and inviting pedestrian connections.	Public Works	Long-Term	*	This action addressed by 2.3.4a.
	<b>3.2.1d</b>	Develop connections to the Harbor Park light rail station along the relocated Holt Street, or elsewhere under the Interstate, to provide safe pedestrian access.	Planning and Community Development, Public Works	Long-Term	*	This action addressed by 3.1.3c.
	<b>3.2.1e</b>	Ensure safe pedestrian connections to any major new transit facilities located in St. Paul's.	Public Works	Short-Term	\$100,000 to \$1 million	Tied to 3.1.2c.

\* Cost for this action included in another action as noted under comments.

\*\* Cost for this action will be part of citywide initiative.



**Figure 3.4. Implementation Matrix.**

IMPLEMENTATION ITEM		ACTION	LEAD RESPONSIBILITY	TIMEFRAME FOR COMPLETION	COST CATEGORY	COMMENTS
<b>Unifying Strategy - Partnerships, Financing and Phasing</b>						
<b>I. Develop Partnerships to facilitate plan implementation.</b>						
	I.A	Establish Developer Partnerships.	Development, NRHA	Immediate	Existing	
	I.B	Determine the preferred approach to establishing developer partners.	Development	Immediate	Existing	
	I.C	Consider pursuing development of the Downtown Plaza site as a priority.	Development	Immediate	Existing	
	I.D	Foster cooperation and coordination among public and private partners.	Development	Ongoing	Existing	
<b>II. Create a development program outlining necessary infrastructure and determining funding needs.</b>						
	II.A	Confirm the preferred engineering approach(es) to stormwater, including the timing and location of land needed.	Public Works	Immediate	Up to \$100,000	
	II.B	Engineer necessary street/infrastructure improvements and determine costs.	Public Works, Utilities	Immediate	Up to \$100,000	
	II.C	Develop cost estimates for proposed housing program.	NRHA, Development	Immediate	Existing	
<b>III. Create a feasible financial strategy.</b>						
	III.A	Identify and pursue potential project funding.	NRHA, Development	Ongoing	Up to \$100,000	
<b>IV. Develop a Feasible Phasing Strategy.</b>						
	IV.A	Ensure the welfare of Tidewater Gardens residents through the relocation and redevelopment process.	NRHA	Ongoing	*	This action addressed by Goal 1.3 and 1.1.1c.
	IV.B	Consider the impact of market conditions on private sector development interests.	Development	Ongoing	*	This action addressed by Outcomes 1.2.2 and 1.2.3.
	IV.C	Provide needed infrastructure.	Public Works, Utilities, Recreation, Parks and Open Space	Long-Term	*	This action addressed by Goals 2.1, 2.2, 2.3, 3.1 and 3.2.

\* Cost for this action included in another action as noted under comments.

\*\* Cost for this action will be part of citywide initiative.



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## Appendix A

# Community Engagement



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## Appendix A: Community Engagement

The St. Paul's planning process involved significant ongoing opportunities for stakeholders to share ideas, learn about opportunities and challenges, and discuss vision alternatives. These opportunities included public meetings – some targeted specifically to Tidewater Gardens residents – a full-day community workshop, and regular meetings of the St. Paul's Advisory Committee, a group of diverse stakeholders.

A survey of public housing residents yielded a remarkable 84% response rate and revealed a strong social community with many longtime residents, interest in variety of new housing unit types, and a need for better access to job training, child care, health care and other supportive services.

The goal of the planning process was to create a compelling, achievable vision for the neighborhood's future, while describing goals for housing, retail services, public spaces and streets, and addressing stormwater and traffic challenges. Residents, businesspeople, church leaders, City, Norfolk Public Schools and Norfolk Redevelopment and Housing Authority (NRHA) representatives, and other stakeholders were all vital to this process.



*Community engaged in charrette.*

All aspects of the outreach process were designed to support these objectives:

- Represent the full range of stakeholders, including residents, businesses, and institutions;
- Provide input and feedback on key plan concepts during the plan drafting phase;
- Build consensus around a plan that can successfully implement the vision; and
- Cultivate a variety of public and private-sector champions who can play lead and supportive roles implementing the vision.



*Input was collected from various stakeholders.*

Specific outreach actions included:

- *Individual interviews with important stakeholders* including business and property owners, churches, Tidewater Gardens tenants, the Hunton YMCA and other area service institutions, and City elected officials and staff;



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- *Tidewater Gardens resident survey and focus groups, 2006.* A paper survey administered on a door-to-door tour of Tidewater Gardens yielded an 84% return rate, providing valuable information on the demographic profile and needs of St. Paul's public housing community. Follow-up focus groups with seniors, working parents and youth enabled further research that informs the human capital plan. The youth focus group was also provided with disposable cameras that participants used to photograph positive and negative aspects of their neighborhood;
- *Tidewater Gardens resident meeting – November 1, 2006.* This meeting attracted more than 100 residents to discuss needs and aspirations for the study area;
- *Public meeting – November 2, 2006.* This meeting attracted more than 80 people to discuss needs and aspirations for the study area;
- *Community workshop – October 5-6, 2007.* A Friday evening session featured presentations on market analysis, transportation analysis and urban design analysis for the study area. During a six-hour session the next day, participants applied the conclusions of this analysis as they conceived, built and discussed models of redevelopment scenarios in small working groups;
- *Public vision workshop – May 21, 2009.* This public meeting shared vision principles and redevelopment concepts for public review and discussion; and
- *St. Paul's Advisory Committee meeting process.*
  - The St. Paul's Advisory Committee includes representation from core St. Paul's stakeholder groups including residents, churches and businesses.
  - A series of meetings addressed each of the vision principles in detail.
  - A meeting to review the draft plan.
- *Public meeting – February 6, 2012.* Review of draft plan



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## **Appendix B**

# **Tidewater Gardens Resident Survey**





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## ST. PAUL'S • AREA PLAN

# Tidewater Gardens

## Abt Associates Inc.

### Preliminary Resident Needs Assessment Survey Results

### October 2006

## Survey Process

As part of the planning process to consider development options for Saint Paul's Quadrant, Abt Associates, as part of the Goody Clancy planning team, developed and analyzed a survey of Tidewater Gardens' heads of households in October 2006. The planning team met with the Tidewater Gardens Resident Association leadership and members in July 2006 to discuss the strategy for administering the survey and the content. Prior to releasing the survey, the planning team prepared a draft and submitted it to the resident leadership, Norfolk Redevelopment and Housing Authority (NRHA), and the City of Norfolk for review. NRHA staff administered the survey in October 2006.

The Goody Clancy planning team will use the results from this survey to inform the master plan for the St. Paul's Quadrant.

## Household Characteristics

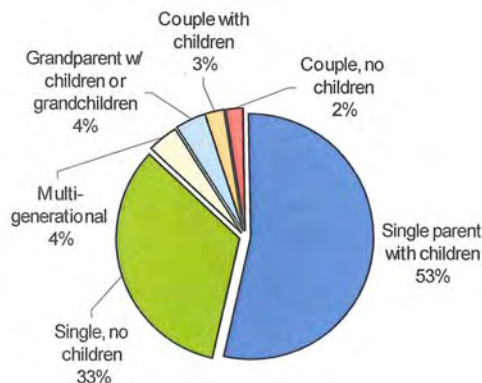
The majority of households in Tidewater Gardens<sup>1</sup> have lived in the community for at least six years (57 percent). Eighty-six percent of heads of household are single individuals and the majority of all households (53 percent) are single parents with children.

Sixty-six percent of households are multi-person households; and of those households 76 percent have children 18 or younger.

Thirty percent of all households contain at least one individual with a physical disability or handicap. The average household size is 2.3 persons.

**The response rate for this survey is 84 percent, 502 out of 600 households in Tidewater Gardens!**

**Figure 1 – Household Composition**



## Employment and Education

The majority of heads of households in Tidewater Gardens are not employed (54 percent); 66 percent of these households are elderly, retired or disabled. Of the able-bodied heads of households (non elderly, non disabled and non retired), 44 percent are unemployed.

Of the 230 heads of households who are employed, 61 percent are employed full-time (i.e. working at least 35 hours per week). The most common type

<sup>1</sup> Any references to households in Tidewater Gardens refer to the 502 households that completed the resident survey.



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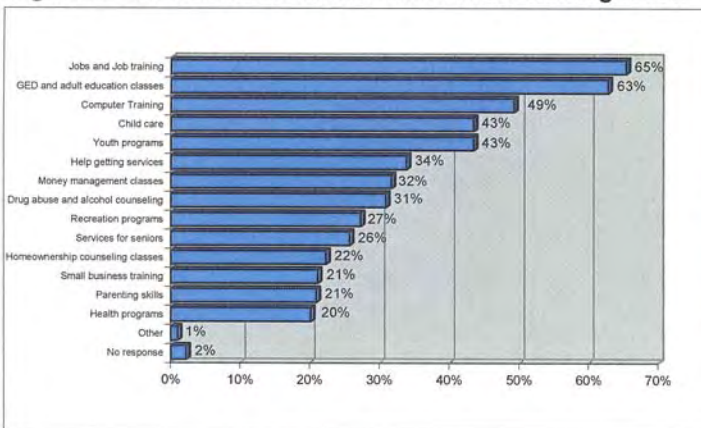
of job among employed heads of household is 'food services.'

Thirty-three percent of heads of household stated that their highest level of educational attainment is a 'High School Diploma or GED' and 11 percent either completed some college courses or have a college degree. Only 11 percent of heads of households are currently enrolled in school or a job-training program. The training or career advancement skills that households would most like to see made available to residents are GED courses (56 percent), computer training (52 percent), and vocational training (48 percent).

## Supportive Services

The two most common supportive services currently being used by households in Tidewater Gardens are food stamps (28 percent) and Medicaid (14 percent). The services that households felt they could most benefit from are jobs and job training (65 percent), GED and adult education classes (63 percent), computer training (49 percent), child care (43 percent), youth programs (43 percent), help getting services (34 percent), money management classes (32 percent), drug abuse and alcohol counseling (31 percent), recreation programs (27 percent), services for seniors (26 percent), homeownership counseling classes (22 percent), small business training (21 percent), parenting skills (21 percent), health programs (20 percent), other (1 percent), and no response (2 percent).

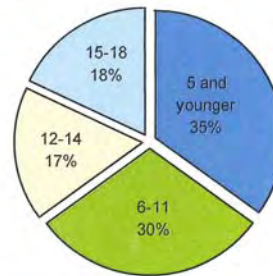
**Figure 2 – Services households could benefit from right now**



## Children and Youth

285 households (58 percent) have at least one child who is 18 or younger. Sixty-five percent of these households have one or two children, with the approximate total number of children being 638. Thirty-five percent of households with children

**Figure 3 – Distribution of Children in Households by Age (at least 1 of that age group in the household)**



have children that are 5 or younger. Of the households with children 5 or younger, 25 percent have currently enrolled their children in childcare or after-school programs.

Tidewater Park Elementary School is the school most used by households in Tidewater Garden (47 percent), followed by Ruffner Academy (27 percent) and Booker T. Washington High School (24 percent). Both safe sex and birth control education and after school programs were identified

by 44 percent of households as being the services and programs most needed by youth in the community. Drug prevention programs, job training programs and youth mentoring followed with 41 percent each.

## Economic Development

A majority of the households (58 percent) have at least one individual who is interested in starting a business. The businesses these individuals would most like to operate include beauty salons/barber shops, childcare or youth services, food services (restaurant/catering), and cleaning/janitorial services. The businesses that households identified as the most needed in the neighborhood are large retailers (72 percent), a grocery store/supermarket



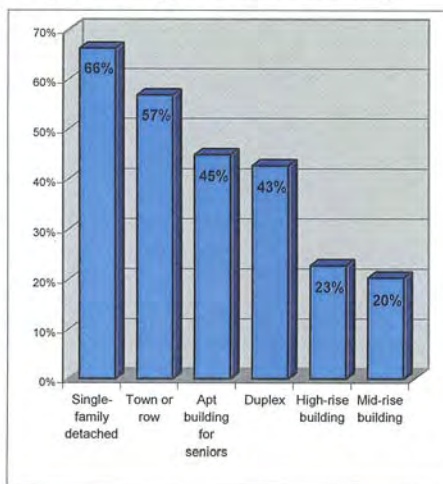


## ST. PAUL'S • AREA PLAN

(71 percent), a drug store (68 percent), and a laundromat/dry cleaner (67 percent).

Sixty-six percent of households are interested in owning a home. Of those heads of household, 41 percent would like to buy a home in the Tidewater Gardens neighborhood.

**Figure 4 – Type of New Housing**



## Site and Unit Design

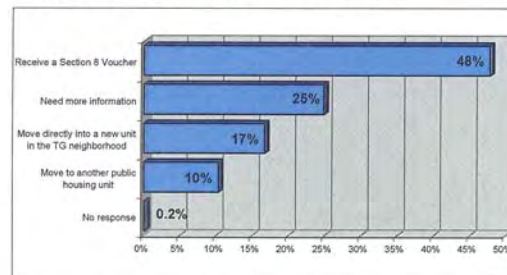
Households stated that the elements of Tidewater Gardens current design that they least like are inadequate parking (50 percent), that the units are too small (42 percent), pedestrian safety when crossing the street (35 percent), and that the buildings all look the same (35 percent). For the future development that may be built in St. Paul's Quadrant, the types of housing that are preferred by a majority of households are single-family detached homes (66 percent) and town or row houses (57 percent). Forty-five percent of heads of households would prefer a secure apartment building for seniors.

The outdoor facilities that households would most like to see included in the new development are private front or backyards (72 percent) and playgrounds with slides, swings, and climbing structures for children (71 percent). Thirty percent of households own at least one car.

## Relocation Preference

If Tidewater Gardens undergoes a major redevelopment, it may be necessary to relocate residents. Current residents are entitled to be relocated into other housing. NRHA will offer relocation assistance for relocated households and pay all moving costs. NRHA will also make sure that each household pays no more than 30% of their income for housing, the same rules that apply to their rent now. Forty-eight percent of households surveyed said, if relocated, they would prefer to receive a Section 8 voucher and rent from a private landlord. Twenty-five percent need more information before they can state a preference. In addition, forty-four percent of households stated that they would like to return to the St. Paul's Quadrant after new housing has been built, while 32 percent need more information and 22 percent would not want to return.

**Figure 5 - Relocation Preference**





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**Table 1**  
**St. Paul's Quadrant - Tidewater Gardens**

*Preliminary Results -- Resident Needs Assessment Survey (October 2006)*

		TOTAL N= 502
<b>General/Demographic Information and Household Composition</b>		
<b>1. How long have you lived at Tidewater Gardens?</b>		
Less than one year	50	10%
1-5 years	167	33%
6-10 years	88	18%
More than 10 years	197	39%
Total	502	100%
<b>2. How would you describe your household composition?</b>		
Single parent with children	268	53%
Single, no children	168	33%
Multi-generational	22	4%
Grandparent with children and/or grandchildren	20	4%
Couple with children	13	3%
Couple, no children	11	2%
Total	502	100%
<b>3. How many people live in your home?</b>		
I live with other people	333	66%
I live alone	169	34%
Total	502	100%
<i>Average number of other people in household</i>		<b>2.3</b>
<b>3a. If you do live with other people, how would you describe the people who are living with you? [Responses column represents the number of households that had at least 1 of that type of person in the household.]</b>		
(n=333)		
Son(s)/Daughter(s) 18 or younger	254	76%
Adult son(s)/daughter(s) 19 and older	53	16%
Grandchild(ren)	39	12%
Spouse	24	7%
Friend	0	0%
Other	6	2%
No response	11	3%
Total	387	
<b>4. Does anyone in your household have a physical disability/handicap?</b>		
Yes	149	30%
No	350	70%
No response	3	1%
Total	502	100%
<b>5. What do you like most about living at Tidewater Gardens? [Check all that apply]</b>		
I live near other family members	382	76%
Affordable	382	76%
Covenient location	289	58%
Close to public transportaion	254	51%
I like my neighbors	206	41%
Good access to support services and programs	178	35%
It is a safe environment	109	22%
There is nothing that I like in Tidewater Gardens	49	10%
Other	20	4%
Total	1869	



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## St. Paul's Quadrant - Tidewater Gardens

### Preliminary Results -- Resident Needs Assessment Survey (October 2006)

		TOTAL N= 502	
Income, Employment and Education			
6. Are you currently employed?			
Yes		230	46%
No		269	54%
No response		3	1%
Total		502	100%
Unemployed Heads of Household who are NON-elderly, NON-disabled and NOT retired		119	44%
6a. If YES, are you currently employed full-time or part-time?		(n=230)	
Full-time (more than 35 hrs. per week)		140	61%
Part-time (less than 35hrs.per week)		85	37%
No response		5	2%
Total		230	100%
6b. If YES, what type of job do you have now?		(n=230)	
Food services		42	18%
Maintenance/janitorial		33	14%
Healthcare		31	13%
Clerical or administrative		17	7%
Hotel worker		16	7%
Retail		13	6%
Education		5	2%
Construction		4	2%
Technology (computer programming, etc.)		3	1%
Transportation (bus driver, taxi driver, etc.)		3	1%
Government		2	1%
Other		55	24%
No response		6	3%
Total		230	100%
7. What is your highest level of education attainment?			
No GED/High School diploma		265	53%
GED/High School diploma		167	33%
College courses, no degree		48	10%
College degree or higher		7	1%
No response		15	3%
Total		502	100%
8. Are you enrolled in school or job-training program currently?			
Yes		54	11%
No		427	85%
No response		21	4%
Total		502	100%
8a. If YES, where are you enrolled in school or job-training?			
Name of school:			
Name of job training program:			
Total			





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### St. Paul's Quadrant - Tidewater Gardens

#### Preliminary Results -- Resident Needs Assessment Survey (October 2006)

		TOTAL N= 502	
<b>9. If you are <u>not working, not in school and not in a job-training program</u>, what are the things that make it difficult for you to do one of these? [Check all that apply]</b>		(n=238)	
I am disabled and not able to work	85	36%	
Nothing, I am elderly	59	25%	
I have health problems	42	18%	
I have small children at home who are not in school or childcare	29	12%	
Nothing, I am retired	21	9%	
I lack adequate transportation	20	8%	
I need clothing that is appropriate for job interviews and for work	14	6%	
I lack skills that are in demand	10	4%	
I have a child/family member who is disabled	5	2%	
Nothing, I don't want to work	0	0%	
Other	25	11%	
No response	3	1%	
Total	313		
<b>10. What type of job training or career advancement skills would you most like to see available to Tidewater Garden residents?</b>			
GED/Adult Literacy Classes	283	56%	
Computer training	260	52%	
Vocational Training (nursing, teaching, medical assistant, construction)	242	48%	
Training to help start a small business	202	40%	
Financial Literacy	174	35%	
Other	18	4%	
No response	35	7%	
Total	1214		
<b>Supportive Services</b>			
<b>11. What social services (either on-site at Tidewater Gardens or in the neighborhood) do you use most often?</b>			
<i>The services most used by households in Tidewater garden include: Food stamps (139), Medicaid (71), General Social Services (69), SSI (29), Case management (22), Child care/child support (17), TANF (14), and Food Banks (10).</i>			
<b>12. What type of services do you think are the most important to have in Tidewater Gardens or in the neighborhood? [Check the FIVE that are most important]</b>			
Jobs and Job training	328	65%	
GED and adult education classes	315	63%	
Computer Training	247	49%	
Child care	218	43%	
Youth programs (tutoring, mentoring, summer job programs, etc.)	218	43%	
Help getting the services that I need (case management)	170	34%	
Money management classes	159	32%	
Drug abuse and alcohol counseling and prevention services	155	31%	
Recreation programs for children and adults	137	27%	
Services for seniors	129	26%	
Homeownership counseling classes	112	22%	
Small business training	106	21%	
Parenting skills	105	21%	
Health programs (nutrition, exercise, health screening and referrals)	101	20%	
Other	5	1%	
No response	11	2%	
Total	2516		



## ST. PAUL'S • AREA PLAN

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### St. Paul's Quadrant - Tidewater Gardens

#### *Preliminary Results -- Resident Needs Assessment Survey (October 2006)*

		TOTAL N= 502	
Homeownership			
13. Are you currently enrolled in an FSS program that includes and escrow account?			
Yes		50	10%
No		442	88%
No response		10	2%
Total		502	100%
14. Are you interested in owning your own home?			
Yes		330	66%
No		163	32%
No response		9	2%
Total		502	100%
14a. If you are interested in homeownership, in what neighborhood would you like to buy a home? (Check only one)		(n=330)	
In another Norfolk neighborhood		135	41%
On the Tidewater Garden site		61	18%
In a neighborhood near the Tidewater Garden site		49	15%
Other		83	25%
No response		2	1%
Total		330	100%
Children and Youth [Skip this entire section if you do not have any children in your household who are 18 or younger]			
Approximate Number of households with children		285	
Approximate Number of children in Tidewater Gardens		638	
15. How many children ages 18 or younger currently live in your home?		(n=285)	
1		91	32%
2		93	33%
3		61	21%
4 or more		40	14%
Total		285	100%
Average number of children in a household with children		2.2	
16. How many of these children fall within each of the following age groups? [Responses column represents the number of households with children that had at least 1 child in that age group in the household.]		(n=285)	
5 years old and younger		159	56%
6-11 years old		135	47%
12-14 years old		78	27%
15-18 years old		82	29%
Total		842.2	
17. Where do the children in your household go to school? [Check all that apply]		(n=285)	
Tidewater Park Elementary School		135	47%
Ruffner Academy		67	24%
Booker T. Washington High School		57	20%
Bused to a school outside the neighborhood		5	2%
Maury High School		4	1%
P.B. Young Jr. Elementary School		2	1%
Magnet School		0	0%
Other		94	33%
No response		23	8%
Total		387	



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### St. Paul's Quadrant - Tidewater Gardens

#### Preliminary Results -- Resident Needs Assessment Survey (October 2006)

	TOTAL N= 502	
18. Are the children who are 5 years or younger in your household currently enrolled in any childcare or after-school program? <i>[Only includes households with children 5 or younger]</i>	(n=159)	
Yes	39	25%
No	108	68%
No response	12	8%
Total	159	100%
19. What type of programs and services would you most like to see for young people in the community? <i>[Check all that apply]</i>		
Safe Sex and Birth Control Education	222	44%
After School Programs	219	44%
Drug Prevention Programs	208	41%
Job Training Programs	208	41%
Youth Mentoring	205	41%
Performing Arts Programs (e.g. music, theater, dance)	188	37%
Date Rape and Abuse Education	180	36%
Youth Leadership	168	33%
Other	11	2%
No response	9	2%
Total	1396	
<b>Safety and Security</b>		
20. Do you believe crime is a problem in your neighborhood?		
Yes	397	79%
No	105	21%
Total	502	100%
21. Where do you feel least safe? <i>[Check one]</i>	(n=397)	
I feel safe everywhere	114	29%
I do not feel safe anywhere	92	23%
Walking through the surrounding neighborhood	79	20%
Walking through Tidewater Gardens	74	19%
In Tidewater's residential units	15	4%
Other	21	5%
No response	2	1%
Total	397	100%
<b>Transportation</b>		
22. How do members of your household generally travel to work and social activities? <i>[Check all that apply]</i>		
Public Transportation	218	43%
Own car	154	31%
Walk	140	28%
Shared ride	111	22%
Friends or family	52	10%
Medical transport service	14	3%
Bicycle	10	2%
Taxi cab	8	2%
Use relatives car	3	1%
No response	2	0%
Total	712	





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### St. Paul's Quadrant - Tidewater Gardens

#### Preliminary Results -- Resident Needs Assessment Survey (October 2006)

	TOTAL N= 502	
<b>23. How many cars do you and members of your household own? (Check one)</b>		
0	334	67%
1	139	28%
2 or more	14	3%
No response	15	3%
Total	502	100%
<b>Economic Development/Commercial/Retail</b>		
<b>24. Does anyone in your household currently own a small business?</b>		
Yes	9	2%
No	490	98%
No response	3	1%
Total	502	100%
<b>25. Is anyone in your household, including yourself, interested in starting a business?</b>		
Yes	290	58%
No	205	41%
No response	7	1%
Total	502	100%
<b>26. What businesses are needed in the neighborhood? (Check as many as apply)</b>		
Large retailer (Kmart, Wal-Mart, Target, Lowe's, Home Depot, etc.)	360	72%
Grocery store/supermarket	357	71%
Drug store	340	68%
Laundromat/dry cleaners	337	67%
Doctor's office/clinic	292	58%
Clothing store	222	44%
Beauty salon/barber shop	188	37%
Hardware store	163	32%
Other	19	4%
No response	9	2%
Total	1927	
<b>Site and Unit Design</b>		
<b>27. What physical characteristics do you like least about Tidewater Gardens? [Check the top five]</b>		
Inadequate parking	250	50%
Units are too small	210	42%
Pedestrian safety when crossing the street	178	35%
Buildings all look the same	176	35%
Buildings are unattractive	154	31%
Heavy traffic on St. Pauls Quadrant, Brambleton Ave or Tidewater Dr.	144	29%
Inadequate outdoor space and facilities	132	26%
Noise from railway/highway/street	113	23%
Inadequate community center	76	15%
Buildings are not safe, secure	75	15%
Location	46	9%
Other	102	20%
No response	23	5%
Total	1679	



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### St. Paul's Quadrant - Tidewater Gardens

#### Preliminary Results -- Resident Needs Assessment Survey (October 2006)

		TOTAL N= 502	
<b>28. What type of housing would you like to see in the newly redeveloped St. Paul's Quadrant? [Check all that apply]</b>			
Single family detached homes	332	66%	
Town or row houses	285	57%	
Secure apartment building for seniors	225	45%	
Duplexes (2 units in each building)	214	43%	
High-rise buildings with balconies	114	23%	
Mid-rise buildings	102	20%	
Total	1272		
<b>29. What type of outdoor facilities would you like to see at a new development? [Check all that apply]</b>			
Private front or back yards	360	72%	
Playgrounds with slides, swings, climbing structures, etc. for children	358	71%	
Outdoor recreational spaces for teenagers	270	54%	
Sitting areas for adults	262	52%	
Recreational paths to the water front (e.g. biking, jogging, walking etc.)	244	49%	
Parks	231	46%	
Tot lots for young children	213	42%	
Community gardens	193	38%	
Other	17	3%	
No response	4	1%	
Total	2152		
<b>Relocation Preferences</b>			
<i>If Tidewater Gardens undergoes a major redevelopment, it may be necessary to relocate residents. As a current resident, you are entitled to be relocated into other housing. NRHA will offer relocation assistance for your family and pay all of your moving costs. NRHA will also make sure that you pay no more than 30% of your income for housing, the same rules that apply to your</i>			
<b>30. If Tidewater Gardens undergoes major redevelopment, in what type of subsidized unit would you prefer to be relocated? (Check only one.)</b>			
Receive a Section 8 Voucher and rent from a private landlord	240	48%	
I need more information before I can state a preference	125	25%	
Move directly into a new unit in the Tidewater Gardens neighborhood	84	17%	
Move to another public housing unit at another development	52	10%	
No response	1	0.2%	
Total	502	100%	
<b>31. If you relocate to another neighborhood, are you interested in returning to new public housing in the St. Paul's Quadrant after it is revitalized?</b>			
Yes, I would want to return to new housing in the St. Paul's Quadrant	223	44%	
No, I would not want to return.	110	22%	
I need more information before I can state a preference	159	32%	
No response	10	2%	
Total	502	100%	
<b>Summary</b>			
<b>32. What are the three main things you would like to see included or considered for the possible redevelopment of St. Paul's Quadrant and Tidewater Gardens?</b>			
<i>Based on a cursory review of responses, the following are the main things residents would like to see in the redevelopment; increased safety/security (98), central AC and heating (74), washer and dryer hook-ups (72), playgrounds or play areas for children (41), better/increased parking (40).</i>			



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## **Appendix C**

# **Design Guidelines**





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## Appendix C: Design Guidelines

### *How to use these guidelines*

These guidelines are intended to help property owners, developers, designers, city staff, review agencies, neighbors and other stakeholders understand how to undertake design and programming of new development in St. Paul's to best support the goals of this plan. Specific recommendations in the Character District descriptions in Chapter 2, Vision, may supersede the more general guidelines below. In four sections the guidelines address privately-developed buildings as well as elements of the public realm that may be provided by private or public investment or a combination of both. The sections are:

- Street width
- Building form
- Off-street parking
- Streetscape
- Pedestrian infrastructure

### *Street Width*

Streets in St. Paul's will play multiple important roles – public spaces that promote social activity and place identity, attractive addresses for homes and businesses, and places for trees and other vegetation, as well as corridors for walking, biking and driving. To ensure that each street in the area – whether existing or new – successfully plays all these roles, this plan categorizes each street as one of several street types that define its dimensions and character. The street types for St. Paul's are based on those identified in the *Downtown Norfolk Pattern Book, January 2009*. Map C-1 identifies the recommended street type for each street in St. Paul's.

#### **Street types**

**Downtown Neighborhood Streets** – The street right-of-way ranges from 46 to 64 feet from property line to property line. The curb to curb dimension should measure between 26 and 36 feet to accommodate two-way traffic (one lane in each direction) and on-street parking on one side or both sides of the street. Property lines should be 10 to 14 feet from the curb to provide sufficient planting strips and paved sidewalk. Building facades should meet a common build-to line set back 5 to 15 feet from the property line to accommodate stoops and small gardens providing a transition from the public street to private ground floor residential uses.



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**Map C-1.** Street type recommendations for St. Paul's.

**Downtown Commercial Streets** – The street right-of-way ranges from 56 to 68 feet from property line to property line. The curb to curb dimension should measure between 36 and 40 feet to accommodate two-way traffic (one lane in each direction) and on-street parking on both sides of the street. Property lines should be 10 to 14 feet from the curb to provide tree wells or planting strips and paved sidewalk. Building





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facades should meet a common build-to line set back 0 to 15 feet from the property line to accommodate outdoor seating and other outdoor uses associated with ground floor retail uses.

**Downtown Boulevards** – The street right-of-way ranges from 76 to 100 feet from property line to property line. The curb to curb dimension should measure between 52 and 70 feet to accommodate two-way traffic (one or two lanes in each direction) and a 4- to 12-foot wide median with plantings, preferably with on-street parking on both sides of the street. The property lines should be 12 to 15 feet from the curb to provide adequate spaces for street trees and landscaping plus paved sidewalk. Building facades should meet a common build-to line set back 5 to 15 feet from the curb to support outdoor seating other outdoor uses associated with ground floor retail uses, and stoops and small gardens providing a transition from the public street to private ground floor residential uses.

**Downtown Thoroughfares** – The street right-of-way ranges from 84 to 130 feet from property line to property line. The curb to curb dimension should measure between 84 and 90 feet to accommodate two-way traffic (three lanes in each direction) and a 4- to 20-foot wide median with plantings, preferably with on-street parking on both sides of the street. The property lines should be 15 to 20 feet from the curb to provide sufficient landscaping and paved sidewalk along the street to create pedestrian-safe zones. Building facades should meet a common build-to line set back 5 to 15 feet from the curb to support outdoor seating other outdoor uses associated with ground floor retail uses, and stoops and small gardens providing a transition from the public street to private ground floor residential uses.

**Downtown Squares / Plazas** – These open spaces are urban gathering spaces with landscaping and paved areas. Size, configuration and program vary by location. Squares and plazas typically are public spaces bounded by a combination of streets and buildings with active ground floor uses, and may function as pedestrian paths.



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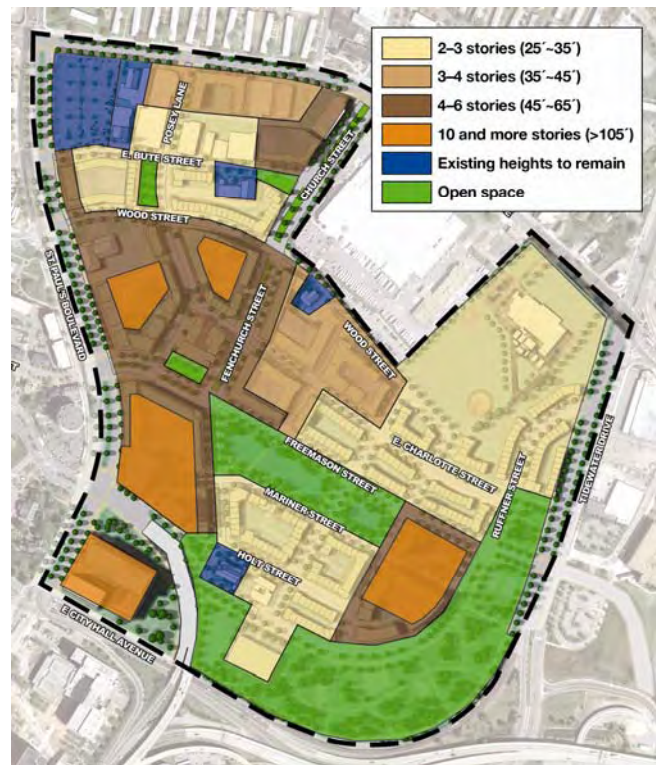
### Building form

#### Placement on site

- Building facades with ground-floor commercial and civic uses should be located at the property line or set back up to 15 feet from the property line if the setback accommodates paved sidewalk area for outdoor dining or similar public activity.
- Building facades with ground-floor residential uses should be set back 5 to 15 feet from the property line behind a landscaped area.
- Facades of adjacent buildings should typically meet a common build-to line unless ground-floor use changes among commercial, civic (including religious) and/or residential.
- Exceptions:
  - In all cases, building facades may be aligned with existing buildings of two or more stories.
  - Courtyards facing streets may exceed 15 feet in depth (perpendicular to street) if they are surrounded by building facades on three sides, do not exceed 100 feet in width (parallel to street), and represent a distinct, isolated condition relative to a well-defined and predominant build-to line.

#### Massing and height

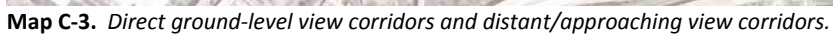
- Building heights should typically fall within the ranges identified in Map C-2. No building should have fewer than two stories.
- Building form should reinforce the priority view corridors identified in Map C-3 by preserving the direct views to existing landmarks as indicated, creating architectural landmarks in new buildings that terminate significant vistas, and framing these view corridors with consistent façade lines.
- Buildings that exceed five stories should step-back the façade of upper floors from the façade that meets the ground, at a height that relates to the scale of adjacent buildings and that is no higher than five stories. Upper floors of buildings with ground floor commercial and civic uses may be stepped back up to 15 feet from the ground floor façade to



Map C-2. Recommended building heights.



- Penthouses, stacks, grilles and other building service elements at roof level should either be screened or else fully integrated into the overall building form in way that contributes to it.







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### Façade Treatment

- Facades should include horizontal lines of expression (such as string courses, cornices, window alignments and step-backs) that correspond to the height of adjacent buildings.
- Building tops and other skyline elements that rise above context buildings deserve special attention as prominent elements in the public realm.
- Map C-4 identifies corridors along which buildings should be designed to accommodate retail, entertainment or dining uses. Some portions of these corridors will be immediate priority areas for retail, while others should provide for the possibility of future supplementary retail. Ground floor facades along these corridors should meet these criteria:
  - At least 70% of ground-floor façade area in priority retail areas, and at least 50% of ground-floor façade area in supplementary retail areas, should consist of transparent glazing.
  - Opaque façade areas should extend no more than 20 feet horizontally.
  - The façade architecture should incorporate a horizontal break that distinguishes the ground floor from upper floors and accommodates a horizontal signage zone above ground floor glazing.
  - Floor-to-floor height should measure 15 to 20 feet.
  - Leasable ground floor retail space should average at least 60 feet in depth from the façade, with 80 feet preferable.
  - The ground floor should be flush with the sidewalk.
  - In supplementary retail areas, ground level uses should follow this order of priority:

1. Retail;
2. Community uses open to the public such as daycare center, health services, religious uses, arts organizations;



*Retail facades with at least 50% transparent glazing.*



**Map C-4.** Recommended priority retail locations.



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3. Work/live or live/work spaces preferably with restrictions against reversion to pure residential use;
  4. Building lobbies and interior gathering spaces such as meeting rooms;
  5. Conventional office space.
- The design of signage, awnings, storefronts, window displays and other elements defining retail presence should reinforce local neighborhood and district character. Signage font, scale, material and other characteristics should primarily reflect cues from the local setting – such as the architectural style of their own and adjacent buildings, themes established among local merchants, and public realm signage and public art reinforcing community identity. Signage should be especially oriented to pedestrians, such as through use of signs suspended over the sidewalk.
  - Building facades should be composed using a “base/middle/top” format that defines three major zones from base to top of the building façade. In addition, to prevent a monolithic appearance and promote good scale relationships to a variety of context elements from people to whole street blocks, a façade should incorporate modules at a hierarchy of scales. In particular, these modules should all be represented:
    - Building bays, 42’ to 64’ in horizontal length (or other dimension best matching context) and extending vertically at least three stories. Building bays relate to the scale of traditional residential building sections and overall street widths.
    - Unit bays, 22’ to 36’ in horizontal length and extending vertically at least three stories. Unit bays relate to the scale of whole apartment units, street trees and street pavement widths.
    - Room bays, 10’ to 16’ in horizontal length and extending vertically at least one and one-half stories. Room bays relate to the scale of individual residential rooms, building entrances and sidewalk widths.
    - Opening bays, 3’ to 6’ in horizontal length and extending vertically at least 1.4 times horizontal length. Opening bays relate to the scale of typical building windows, doors, projecting bays and the human body.
    - Detail elements, of variable dimensions, but enclosing an area of approximately one square foot. Detail elements relate to the scale of individual building-material units such as bricks and shingles, as well as light fixtures, vegetation, and elements of the human body.
    - In general, these scale modules should be used to emphasize vertical proportions in overall building massing. The unbroken horizontal length of any façade plane shall not exceed 1.75 times the façade height (at eave). Intervals of set-back or projected façade area, preferably finished with a contrasting material, may be used to permit longer building lengths.



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## Materials

- Building design should emphasize use of stone, masonry, metal, glass, concrete and/or other high-quality, durable finishes.
- Wood and materials resembling wood are not appropriate as predominant façade materials on any structures. Wood and materials resembling wood are acceptable only on secondary facades of residential structures of three or fewer stories.
- Make generous use of glazing as a functional and expressive means of connecting building occupants to their environment. However, use no reflective or darkly tinted glass.
- Incorporate a variety of materials, in counterpoint to the elements of formal continuity that are defined from block to block. Any single material should make up no more than 80% of wall area other than glazing on each building façade; at least one secondary material must make up the difference.
- Secondary facades (those not facing public streets, parks and plazas) may differ in finish materials from primary facades but must adhere to all other provisions and shall be of similar quality to primary facades. At semi-private parcel courtyards, it is strongly encouraged that façade materials match those of the primary façade(s).
- Construction joints, where they do not directly contribute to façade composition, should be obscured by locating them at changes in facade plane or material, such as along projecting string courses or bays, and through use of inconspicuous joint filler material.
- Use metal, slate or other high-quality roofing on sloped roofs. Asphalt shingles are not appropriate for roof areas exposed to public view. Flat or gently sloping roof areas may be appropriate for occupied terraces or green roofs. Consider opportunities to include solar panels and solar shading devices.
- Flat roof areas and parking decks that other with comparable attention to appearance as would be given to a vertical façade. Place particular emphasis on screening parking from above. Wherever possible, incorporate a significant amount of vegetation in the form of an occupied roof terrace with planters, green roof, trellis or other format.
- Locate heavier materials closer to the ground and highest-quality materials and details at pedestrian level.
- Integrate HVAC and mechanical equipment unobtrusively into the overall building design.



*Green roofs help retain stormwater and serve as roof gardens.*





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### Other Considerations

- Interior power, HVAC and other key services should be zoned to allow convenient sublease of ground floor retail spaces.
- Civic buildings, such as major government facilities, churches, schools and recreation facilities, shall strive to embody the noblest aspirations of their time through their architecture. Civic buildings shall stand out from all others by undisguised building mass, prominent location, scale and presence of unique ornament. Civic buildings should not necessarily imitate the architectural scale of their built context; rather, it may be appropriate for them to stand out distinctly from the prevailing scale as community landmarks.
- In multifamily residential buildings, ground floor units should have direct entrances from the public street wherever possible.
- Office and hotel buildings deserve high-quality design expression, particularly on prominent sites along and near St. Paul's Boulevard and Brambleton Avenue. Their architecture should emphasize a distinction from historic and other traditional architecture in the planning area and thus heighten the prominence of each style or era represented. At the same time, it is essential that these buildings exhibit the range of scales, architectural compatibility with context, and other design standards expected of all buildings in St. Paul's.

### Off-street parking

- Off-street parking should be located and designed to have minimal presence, if any, along streets and other public spaces. In no case should surface or structured parking be located along a street edge, except as a temporary condition on blocks to be developed in later phases. Upper levels of parking structures should also be screened from public spaces wherever possible. Any portions of parking structures visible from the street should follow the building form guidelines outlined above.



*Structured screened from the street by housing and other occupied building uses.*



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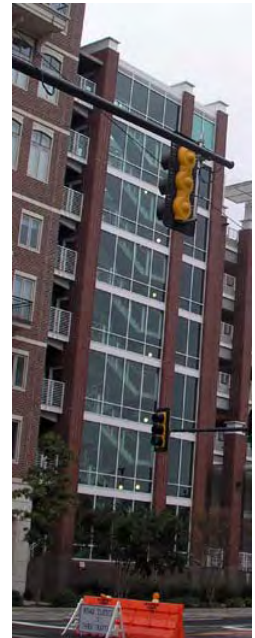
- Pedestrian access should be prominent, inviting and convenient, making it easy to park once and reach multiple destinations on foot. Pedestrian entrance lobbies to parking structures should have as much visibility from the exterior as possible to promote security. Stair towers and elevators, where adjacent to the street, should be designed with a high degree of transparency. Consider making use of their potential as a strong vertical design element.

*Stair towers and elevators of parking structures designed with a high degree of transparency.*

## Streetscape

### Street trees

- All streets should be lined with trees.
- Retain existing trees wherever possible through design and construction of street improvements and buildings that takes care to avoid disturbing them. The cost, risk of death, and long growing period to maturity of new street trees mean that every existing tree saved represents a great value.
- Ensure a continuous canopy along sidewalks by spacing new trees every 30 to 50 feet, or other distance as appropriate to species, on both sides of the street.
- Reinforce the distinct character of districts within the overall planning area with an appropriate tree-planting plan for each. Highlight special places with particular species, planting layouts, or other features that contrast with prevailing species or layouts in adjacent areas.
- Select trees according to desired visibility and privacy. Along mixed-use streets, select trees that allow good visibility of ground-floor uses beneath branches and do not overly obscure signage. Next to residential development, select and locate trees to balance desires for residential privacy and for maintenance of prime views.
- Select trees that best tolerate the stresses of urban locations, including air pollution, physical contact, and limited groundwater access. Use only species approved by the City of Norfolk. Match mature-tree size and shape to building heights and volumes on adjacent parcels.
- Locate trunk centerlines at least 4 feet from the face of the street curb to prevent contact from vehicles in travel or parking lanes.



*"Complete streets" provide safe, inviting walking conditions and typically accommodate street trees, on-street parking, and biking.*



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- Provide ample soil area and groundwater access to ensure long-term survival of trees. Plant trees in extended planting strips wherever possible to maximize opportunity for rainwater infiltration to roots.

### Planting strips and tree wells

- Reinforce separation of sidewalk and residential uses from traffic through the use of planting strips of at least 4 feet wide that can accommodate trees, lawn and/or ornamental plantings up to three feet tall.
- Create continuous permeable areas between sidewalks and curbs where stormwater can filter into the ground, promoting the health of street trees and other vegetation, restoring groundwater, and reducing demand on storm sewer systems and impact on waterways. This last consideration is especially important given St. Paul's' stormwater challenges. Individual unit pavers may be placed across planting strips at periodic intervals to facilitate access to on-street parking.
- Where tree wells are provided, observe the following:
  - Excavate tree wells of at least 4 x 10 feet for new development. New development shall provide contiguous tree trenches to provide maximum soil area for roots to spread and water and air to penetrate.
  - Provide irrigation (captured from stormwater instead of municipal supply wherever possible) to ensure adequate water to establish and maintain trees.
  - Tree wells should be flush with the sidewalk pavement and should be planted with groundcover.
  - Expect residents and business and property owners to maintain the planting strips in front of their property.



*Rain gardens incorporated into street right-of-way, with educational signage.*





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### Medians

- Include medians in the street section of Fenchurch Street as a continuation of the medians in Church Street to the north. Also incorporate medians into Freemason Street between St. Paul's Boulevard and Fenchurch Street to symbolically reconnect Church Street to Downtown via continuous green boulevards.
- Accommodate median trees wherever possible by providing at least 9 feet of soil between inside median curb edges (typically resulting in 10 feet of width between outside curb edges) to give trees adequate separation from traffic and create pervious ground through which rainwater can reach their roots.
- Include flowering plants, grasses, shrubs, and other plantings up to two feet tall, whether or not trees are present. Choose plants that require little or no maintenance, tolerate traffic conditions, and are native or otherwise well suited to the climate.
- Provide supplementary irrigation as needed.
- Consider opportunities for medians that can accommodate ground infiltration of stormwater from road runoff.



*Median trees along Waterside Drive.*

### Retaining walls

- Where retaining walls are necessary to accommodate elevation changes, provide a level of finish quality better than plain concrete. Consider adding granite facing, art installations or similar design accents to add interest and help relate the form and finish of the wall to the surrounding landscape.

### Transit shelters

- Use bus shelters that are attractive and, where possible, unique to a district or activity center, to celebrate transit as a public amenity; clearly identify stops; provide service information; make waiting convenient; and reinforce place identity.



*Prominent and attractive transit infrastructure.*



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### Benches

- Provide benches in sidewalk or plaza areas indicated for high levels of pedestrian use, parks, near pedestrian-oriented retail, and any other places that facilitate public gathering. Provide at least two benches per block face in priority retail or open space areas and at least one per block face otherwise. Choose durable benches approved by the City and locate them out of the main sidewalk passage area.

### Bike racks

- Place bike racks with capacity for at least four bicycles in at least two locations per block face in priority retail or open space areas, and at least one location per block face otherwise. Locate racks in convenient, safe, well-lit, paved areas outside of sidewalk walking areas.
- Place bike racks in parking garages and at other concentrations of public parking.
- Provide weather protection over bike racks where possible.

### Trash receptacles

- Trash receptacles approved by the City should be provided, generally located near the curb. One trash receptacle should be located at each intersection. Two additional trash receptacles should be located mid-block on streets with retail frontage.

### Bollards

- Bollards approved by the City may be used as traffic control and safety/protection devices. Use decorative bollards in high-visibility areas, where bollards are required and approved during site review. Simple bollards may be used in less visible areas that require protection from automobiles, such as building walls at service and parking entrances. Simple bollards should consist of a round concrete-filled metal post with a concrete cap, painted in one color to match the building architecture.



*Bollards accommodate pedestrians, bikes and emergency access while restricting car access.*

### Lighting

- Street lighting should include City-approved fixtures specifically scaled to pedestrian environments as opposed to vehicular travel, at priority areas for retail and public open space.



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- Integrate lighting with poles for traffic signals, signage, and other elements out of the main sidewalk passage area as feasible to minimize the number and variety of poles in sidewalks.
- Consider using lighting of unique design, color, or other quality at special places in the neighborhood.
- Consider energy-saving fixtures that are powered by sunlight or wind.
- Place street lights to avoid conflict with street trees.
- Where located next to residential uses, streetlights should include house-side shields as needed to prevent lighting from directly entering residential windows.

## *Pedestrian infrastructure*

### **Sidewalks**

- Provide at least 8 feet of continuous clear width for walking along retail or other active building frontage; at least 6 feet along multifamily residential buildings; and at least 5 feet along single-family houses. Provide additional width for bus shelters and other transit facilities, bike racks, and for outdoor seating and/or sales areas in front of restaurant and retail uses that support such functions.
- Provide at least a planting strip, preferably 4 feet or more in width, and on-street parking as well, wherever possible. In planting strips, include street trees where width allows; in other areas, provide shrubs or other plants up to three feet tall. Along retail or in other areas where pedestrian activity would degrade a planting strip, additional sidewalk paving may be substituted for planted area, with trees set in tree wells.

### **Crosswalks**

- Crosswalks at priority areas for retail and public open space, and primary pedestrian crossings of perimeter streets, will have particular prominence and pedestrian volume. Those crosswalks should receive priority for installation of masonry pavers or similar enhanced surface materials, and added width and crossing time.
- Provide pedestrian signals that display a numeric countdown of remaining crossing time and have audible indications of phase. At crosswalks that experience regular use, evaluate the idea of eliminating pedestrian signal buttons in favor of a standard pedestrian crossing phase that runs concurrently with parallel traffic. At crosswalks that experience occasional use, consider providing a signal-actuation button that provides a clear signal in a prompt timeframe. Existing crosswalk signals often require pedestrians to wait an unreasonably long time for a clear signal, encouraging jaywalking.
- Clearly distinguish the crosswalk from adjacent traffic paving. White painted markings, preferably striped parallel or at an angle to travel lanes, do this effectively. Where additional prominence is desired, raising the crosswalk on a gentle rise or “traffic table” very effectively cues drivers to the presence of pedestrians. Special paving may also be considered. Use masonry pavers only if they can





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be installed and maintained well enough to retain a smooth surface. Markings impregnated in asphalt offer a functional alternative. In all cases, regular maintenance, at least annually, is important to maintaining markings and surface quality.

- Make each crosswalk at least as wide as the widest sidewalk approaching it. Provide accessible curb cuts linking crosswalks to sidewalks.
- At intersections where crosswalks span more than four traffic lanes—specifically, at points along St. Paul's Boulevard, Brambleton Avenue, Church Street and Tidewater Drive —provide a median refuge for pedestrians at least 4 feet wide and preferably 6 feet wide (measured across the roadway).

#### **Paving**

- Maintain smooth paving surfaces with level changes not exceeding  $\frac{1}{4}$  inch. This standard facilitates ease and safety of access by people in wheelchairs or with other mobility constraints, as well as those on foot.
- Maintaining this standard with bricks or other masonry pavers can be difficult, even when bricks are embedded in a concrete base. For this reason, if pavers are desired, consider using them as an accent and combining them with a continuous concrete sidewalk at least four feet wide. Concrete sidewalks can be visually accented where desired with score lines and integral coloring. Sidewalk and crosswalk areas at priority areas for retail and public open space, and priority pedestrian crossings of perimeter streets, are intended to mark prominent areas of high pedestrian traffic that deserve special attention to pedestrian convenience, safety and investment in quality materials. In other areas, give priority to basic connectivity over special aesthetic treatments.

#### **Safety and wayfinding considerations for isolated areas.**

- Certain sidewalk segments passing below I-264 along or near Holt Street, and in larger park areas, may lack significant informal surveillance from buildings or traffic, particularly at night. Take special measures to enhance safety in these areas, such as:
  - Installing pedestrian-scale wayfinding signage that makes destinations, routes and distances clear.
  - Installing continuous night lighting, using pedestrian-scaled light fixtures. For instance, use bracket- or pole-supported fixtures rather than standard commercial wall- or bridge-mounted fixtures.
  - Installing lighted call buttons notifying police in cases of emergency.